



ASSESSING GENDER EQUALITY IN GEORGIA

by International Indices and Ratings

Tbilisi, Georgia
2012

Assessing Gender Equality in Georgia by International Indices and Ratings

Nani Bendeliani



UN Joint Programme
In Support of Greater Gender Equality in Georgia

United Nations Population Fund (UNFPA), United Nations Development Programme (UNDP),
United Nations Entity for Gender Equality and Empowerment of Women (UN Women),
United Nations Children Fund (Unicef),
Office of the UN Resident Representative in Georgia (UN RC Office)

The report is an overview of a number of international indices assessing the gender equality in Georgia, namely: gender equality indices of the UN Development Report, the Gender Gap Index of the World Economic Forum, the Social Institutions and Gender Index of OECD, and the Women's Economic Opportunity Index of the Economist Intelligence Unit. The report aims at identifying the most problematic issues hampering the achievement of gender equality in Georgia for the further research and policy advocacy.

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The opinions expressed in this publication are those of authors and do not necessarily reflect the views of UNFPA, UNDP, UN Women, Unicef and UN RC Office

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The research paper was developed under the framework of CSS project "Evidence Based Applied Social Research in Social Sciences" in 2012;

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The Report is printed at: Vesta, Ltd

ISBN 978-9941-0-5358-0

Table of contents

FOREWORD	5
EXECUTIVE SUMMARY	7
INTRODUCTION	9
GENDER EQUALITY INDICES AND RATINGS OF UN HUMAN DEVELOPMENT REPORT	11
GENDER GAP INDEX	14
SOCIAL INSTITUTIONS AND GENDER INDEX	24
WOMEN'S ECONOMIC OPPORTUNITY INDEX	29
CONCLUSION	31
ABOUT THE AUTHOR	33
BIBLIOGRAPHY	34



FOREWORD

The publication is prepared with the support of the UN Joint Project “UN Initiative in Support of Greater Gender Equality in Georgia”- the first UN Joint Project in Georgia launched in 2005 by the United Nations Population Fund (UNFPA), United Nations Development Program (UNDP), United Nations Development Fund for Women (UNIFEM, now - UN Women), United Nations Children’s Fund (UNICEF) and UN RC Office. UNFPA, in the capacity of the Managing Agent, has executed the joint initiative, providing programmatic support, coordination and financial management.

The Joint Project has been designed to address the persistent issues of gender equality by strengthening coordination and fostering and maintaining policy dialogue among state and non-state actors, contributing to improving national policy environment, supporting strengthening capacity of the national machinery for gender equality.

Starting from 2006, two major phases of the UN Joint Project (UN JP) were implemented. The first phase of the UN JP was dedicated to the assessment of the situation in Georgia in terms of Domestic Violence (DV). The assessment report, developed in 2007 with the technical assistance from the Minnesota Advocates for Human Rights (USA) drew a full picture of Domestic Violence in the country covering information and data, and efficiency of legislation, institutional and monitoring mechanisms and suggesting a package of recommendations for the State and UN agencies on the potential areas for further interventions. By following up the recommendations of the report, the UN JP contributed to the capacity building of the law enforcement representatives to better enforce the DV law and supported awareness raising initiatives targeting the general public.

The second phase of the UN JP project focused on supporting greater gender equality in Georgia. The project directly informed the development of the Draft 2011-2013 National Action Plan on Gender Equality by policy-makers. This was made possible by adopting a participatory approach and fostering policy dialogue and coordination between the State and civil society. The Gender

Equality National Forum “For Greater Gender Equality in Georgia – Steps Forward to 2015” held in October 2010 brought together a wide spectrum of stakeholders to validate aims, objectives and priorities of 2010-2013 Draft National Action Plan on Gender Equality and elaborated recommendations for identifying mid-term priorities of the state policy on gender equality until 2015.

Five years of the UN JP operations have proved the effectiveness of the joint efforts. Efficiency and achievement of the results within the project framework contributed to meeting the national commitments on gender equality and human rights. The joint effort of several UN agencies speaking in one voice has been a strong advocacy tool in promoting an almost marginalized topic of Gender Equality in the country.



EXECUTIVE SUMMARY

This report aims at measuring gender equality in Georgia by international indices and ratings in order to identify those important issues that require thorough research and advocacy. The paper discusses data of organizations such as the United Nations Organization (UN), World Economic Forum (WEF), Organization for Economic Cooperation and Development (OECD) and Economics Intelligence Unit. An emphasis is placed on methodologies of indices, thus allowing a proper interpretation of the data.

When measuring gender equality by indices, the role of the **UN** needs to be primarily noted, which in human development concept acknowledged the importance of gender equality as of a necessary condition for human and country development and by applying an independent index, started measuring gender equality within the framework of the human development report. Before 2010, the UN Human Development Report included two indices: Gender and Development Index (GDI) and Gender Empowerment Measure (GEM) which thereafter were replaced by the Gender Inequality Index (GII). The GDI totally coincides with the components of the Human Development Index (education, health, income) with the only difference that it is calculated for women alone. Consequently, the difference between these two indices reflects the gender inequality. The **Gender Empowerment Measure (GEM)** is oriented on women's participation in political, economic and decision making processes as well as on measuring power over economic resources, while the **Gender Inequality Index (GII)** is designed to measure women's reproductive health, empowerment and labor force participation.

In the case of Georgia, the GDI data available for the period from 1993 to 1995 show no gender inequality. The situation is however unfavorable when it comes to economic and political participation; the 1997 indicator of WEM is quite low - at only 35.5 percent by women's economic and political participation/decision making opportunities and income indicators. The situation

improved, but not significantly, over the period between 1999 and 2005. As regards the GII, Georgia's score is lower than the average (at 0.597, where 0 denotes equal conditions for women and men whereas 1 denotes complete inequality), improving to 0.418 by 2011.

Gender Gap Index (GGI) was developed by the World Economic Forum in 2005 and 2006. This index measures the gender-based disparity by economic participation, educational attainment, health/security and political participation.

According to the GGI, Georgia's situation is unfavorable by political participation although almost no gap exists by educational attainment and health indicators. Nevertheless, an indicator of health and security criterion – sex ratio at birth – suggests the likelihood of “missing girls” phenomenon in Georgia, which means distortion of natural sex ratio due to sex-selective abortions. A significant gender inequality is observed by economic participation criteria (40 percent of women / 60 percent of men), although by the 2012 report, the data is higher than the world average indicator. In general, scores are more or less stable and do not change notably over the period between 2006 and 2012, although Georgia's gender inequality deteriorates as compared to gender inequality in other countries – Georgia's rating from the 54th place in 2006 deteriorated to the 85th in 2012. Georgia's indicator of political participation deteriorated as well, except for the latest 2012 report which shows a slight improvement. According to this criterion, Georgia with its very low indicator lags behind the world average – the reports from 2006 to 2012 show that women in Georgia do not virtually participate in political processes as active political subjects.

Social Institutions and Gender Index (SIGI) is developed by the Organization for Economic Cooperation and Development (OECD) and measures influence of formal and informal institutions on gender equality. The SIGI measures the following criteria: discriminatory family code, restricted civil liberties, physical integrity, son

preference, restricted resources and inheritance. Available are the reports for the years 2009 and 2012, which starkly differ from each other. Georgia was rated as 33rd among 102 countries according to the 2009 report and as 60th among 86 countries according to the 2012 report. The 2009 report shows the influence of social institutions on gender equality in Georgia by physical integrity and family code. As regards the 2012 report, in addition to sharp deterioration of rating and overall score, the influence of social institutions on gender equality is detected by all criteria of the index. The deterioration in evaluation was caused by the modification of the methodology applied in SIGI calculation – the 2009 report indicators were compounded with new indicators measuring informal institutions. Moreover, some indicators which measured only legal aspects in the 2009 report, in the 2012 report measure gender inequality too. Consequently, the 2012 report provides a more comprehensive picture of the influence of social institutions on gender inequality in Georgia than the 2009 report.

Women’s Economic Opportunity Index (WEOI) is published by the Economist Intelligence Unit. Women’s economic condition is defined as the entirety of laws, regulations, practices, customs and attitudes which enable women’s economic, labor force participation on an equal footing with men. The WEOI aims at studying those factors which affect women’s access to jobs and their business opportunities. According to data of 2010 and 2012 reports, Georgia’s results by WEOI show a tendency of improvement - the score is improved from 49.2 to 54.5 while the rating from the 67th place to 59th place. The ranking of Georgia as well as comparison of criteria of the WEOI indicates that the situation in Georgia in terms of women’s rights and formal institutions is better than in terms of existing practice. However, it should also be noted that there is a methodological inconsistency in available WEOI reports. In the 2010 and 2012 reports the WEOI is calculated based on one and the same criterion but indicators of criterion differ by reports because several indicators were added in 2012.

The review of gender equality revealed several issues which require further research and policy application:

- “Missing girls” phenomenon – GGI, SIGI and World Bank’s 2012 World Development Report suggest the likelihood of this phenomenon in Georgia; also, according to data of the National Statistics Service of Georgia, over the period from 2006 to 2011, an unnatural sex ratio is observed indeed, however, the data show a very inconsistent trend and there is a need of further study of the reliability of data as well as of son preference in the context of established values in the society and attribution to a social and economic group;
- Violence against women and domestic violence is shown in the 2012 SIGI report. The same report shows an unfavorable condition of women by criteria of son preference, restricted civil rights, discriminatory family code and restricted resources and inheritance. The study of listed factors in the context of violence against women and domestic violence will be useful for identifying systemic causes and for developing a relevant policy;
- Reasons of low political participation of women and possible solutions – GGI most vividly reveal a sharp downward trend in women’s political participation in legislature and executive branches of Georgia;
- Whether there is any link between women’s economic empowerment and political empowerment in Georgia, because the WEOI shows a positive tendency in this regard; also according to the GGI, improvement is observed by some indicators of the economic participation when the same report shows extremely unfavorable situation in terms of women’s political participation;
- The overall review shows that in terms of gender equality in Georgia the situation is more favorable by legislation and formal institutions than the existing reality.

I Introduction

Full participation of women in social activities is an issue pertaining not only to women's rights. It is an important indicator of the country's level of democracy and development. Gender equality implies equality between women and men both in terms of rights and opportunities. According to the United Nations Organization (the UN): "Equality between women and men (gender equality) refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognizing the diversity of different groups of women and men. Gender equality is not a 'women's issue' but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development."¹

Gender equality is a pressing issue in Georgia because of alarming data on domestic violence against women and early marriage. Moreover, gender-based disparity in political and economic participation is striking - inadequate activity of almost half of the population is an impeding factor of economic and democratic development. The report aims at evaluating the gender equality in Georgia from multiple perspectives based on the data provided by different international agencies, methodologies and themes for identifying the most pressing issues for further research and policy planning. Special attention is paid to the methodology of indices included in this report to ensure accurate interpretation of the available data instead of merely comparing Georgia with neighboring countries as an indicator of success or failure.

1 Office of the Special Advisor on Gender Issues and Advancement of Women. Gender Mainstreaming: Strategy for Promoting Gender Equality. UN 2001 <http://www.un.org/womenwatch/osagi/pdf/factsheet1.pdf> (accessed on 18.05.12/17:15).

Recognizing gender equality as an integral component of human and country development in the UN human development concept has largely contributed to the development of specific estimates for gender equality.² It was within the framework of UN Human Development Report that special indices for assessing the gender equality were first presented independently from the main index of the report – the Human Development Index. In addition to the UN, the gender equality is assessed by a number of international governmental or non-governmental organizations. This report considers gender equality indices and ratings of the World Economic Forum,³ the Organization for Economic Cooperation and Development (OECD)⁴ and Economist Intelligence Unit.⁵ The mentioned indicators provide the most comprehensive overview of gender equality and women's conditions in separate countries. This report also draws on the World Bank's 2012 World Development Report which deals with the gender equality and development⁶ – the World Bank's report does not give a separate index measuring gender equality, however it provides interpretation of the existing measurement instruments and additional data.

It must be noted that the indices and ratings serve as reference points for obtaining general information about gender equality situation in the country. Index is an indicator formed on the basis of the empirical data which acquires and changes the value according to data changes. An index is an abstract, artificially created model which, at the best, mimics the reality. Rating is a

2 United Nations Development Programme (1995). Human Development Report 1995. Oxford University Press <http://hdr.undp.org/en/reports/global/hdr1995/chapters/> (accessed on 28.02.12/12:00).

3 World Economic Forum. Gender Gap Index, official website. <http://www.weforum.org/issues/global-gender-gap> (accessed 03.05.12. 12:00).

4 OECD. The Social Institutions and Gender Index, official website. <http://genderindex.org/country/georgia> (accessed 18.06.12. 16:00).

5 Economic Intelligence Unit. Women's Economic Opportunity Index. New study spotlights opportunities and barriers for working women worldwide http://www.eiu.com/site_info.asp?info_name=womens_economic_opportunity&page=noads (accessed 22.06.12. 12:30).

6 The World Bank (2012) World Development Report. Gender Equality and Development. <http://siteresources.worldbank.org/INTWDR2012/Resources/7778105-1299699968583/7786210-1315936222006/Complete-Report.pdf> (retrieved 25.09.2012; 17:00).

relativist measure which compares the absolute measures of the number of countries. Ratings are less informative than indices to derive the information on specific country. The hard data accuracy further complicates the problems of analysis based on indices and ratings – quantitative data comes from databases of international organizations which, in turn, mostly obtain the data from the national statistics services. The accuracy and reliability of official statistical data is a challenge in developing countries, including Georgia. The data inaccuracy is reflected in respective indices.

Irrespective of these challenges the indices and ratings discussed in this report indicate that Georgia demonstrates better/reasonable performance according to the indices/reports evaluating the legislative framework, formal institutions of gender equality and basic human capabilities – including the aggregated indicators for education, average life expectancy and mean income, unlike the indices and reports evaluating women's participation in political, economic and decision-making process and the influence of informal institutions on gender equality. Based on the latter group of indicators we can conclude that the gender inequality prevails in Georgia.

II Gender Equality Indices and Ratings of UN Human Development Report

Until 2010, the UN Human Development Report included two indices: Gender and Development Index (GDI) and Gender Empowerment Measure (GEM).⁷ Since 2010, these indices were replaced by the Gender Inequality Index (GII). According to the GDI data on Georgia, the gender inequality was not observed in the country in the early 1990s according to aggregated value of the three criteria defined by the UN human development concept (average life expectancy, access to education and mean income). However, the GEM and GII data, which include additional variables reflecting the political and economic empowerment, give a strikingly different picture – according to these indicators, the gender inequality in Georgia is deep. As regards the ratings, they cannot be compared because of constantly changing number of countries covered by the reports; nonetheless, Georgia is not among the first 60 countries by any UN rating.

Methodology

Gender and Development Index (GDI) is a Human Development Index (HDI) calculated for women. Consequently, the GDI and HDI comprise of similar components and the difference between these two indices reflects gender inequality. Similarly to the HDI, the GDI consists of three equally weighted components – **education, health and decent living standards**. **Health is measured by life expectancy; education is measured by the literacy and school enrollment rate for primary-, secondary- and tertiary-level education, while the decent living standards is measured by the Gross National Income per capita in US dollars (PPP adjusted)**. The index ranges from 0 to 1 where 0.8 -1 means a high level of human development, 0.5 - 0.79 reflects a medium level of development and below 0.5 means a low level of development.⁸

The Gender Empowerment Measure (GEM) shows whether women are able to participate in political and economic activities and take part in

decision-making process. The GEM reflects the inequality between women and men on the basis of three components:

- **Political participation** measured by the women to men ratio in parliament;
- **Economic participation and decision-making** measured by two parameters - the women to men ratios among legislators, senior officials, managers and among technical and professional workers.
- **Economic resources** measured by income gaps between women and men (income is measured in current US dollars PPP adjusted).

A share of equally distributed equivalent is calculated for each component. The final GEM indicators are obtained through calculating an average value of equally distributed equivalent of the three above mentioned components. The indicators are distributed on a scale from 0 to 1⁹ where an obtained score shows an average value of the equally distributed equivalent of the three components. Therefore, the score 1 means the perfect equality - the equally distributed equivalent coincides with the obtained score.

The Gender Inequality Index (GII) measures women's disadvantage in three dimensions – reproductive health, empowerment and labor force participation since 2010. The GII depicts the lost potential in human development due to gender-based inequality in three dimensions. It ranges from 0 to 1 where 0 means the equal share of both genders and 1 indicates the worst possible position of women in all three dimensions. The GII is calculated by using the data on both women and men through the multiple levels of aggregation - firstly, the geometric mean is calculated separately for men and women in each dimension, and then they are aggregated through the harmonic mean across genders. The smaller the difference between women and men according to harmonic mean the lower the final score of the GII. To compute scores by dimensions, the following indicators are used:

⁷ United Nations Development Programme (2010). Human Development Report 2010. Palgrave Macmillan <http://hdr.undp.org/en/reports/global/hdr2010/chapters/> (accessed on 28.02.12/12:00)

⁸ United Nations Development Programme (2010). Human Development Report 2010. Palgrave Macmillan. <http://hdr.undp.org/en/reports/global/hdr2010/chapters/> (accessed on 28.02.12/12:00)

⁹ United Nations Development Programme (2007). Human Development Report 2007/2008. Palgrave Macmillan. http://hdr.undp.org/en/media/HDR_20072008_EN_Complete.pdf (accessed on 28.02.12/12:00).

- **Health:** maternal mortality rate, adult birth rate;
- **Empowerment:** ratio across genders in the parliament, achievements at the secondary and tertiary levels of education;
- **The Labor market.**¹⁰

Georgia's indicators

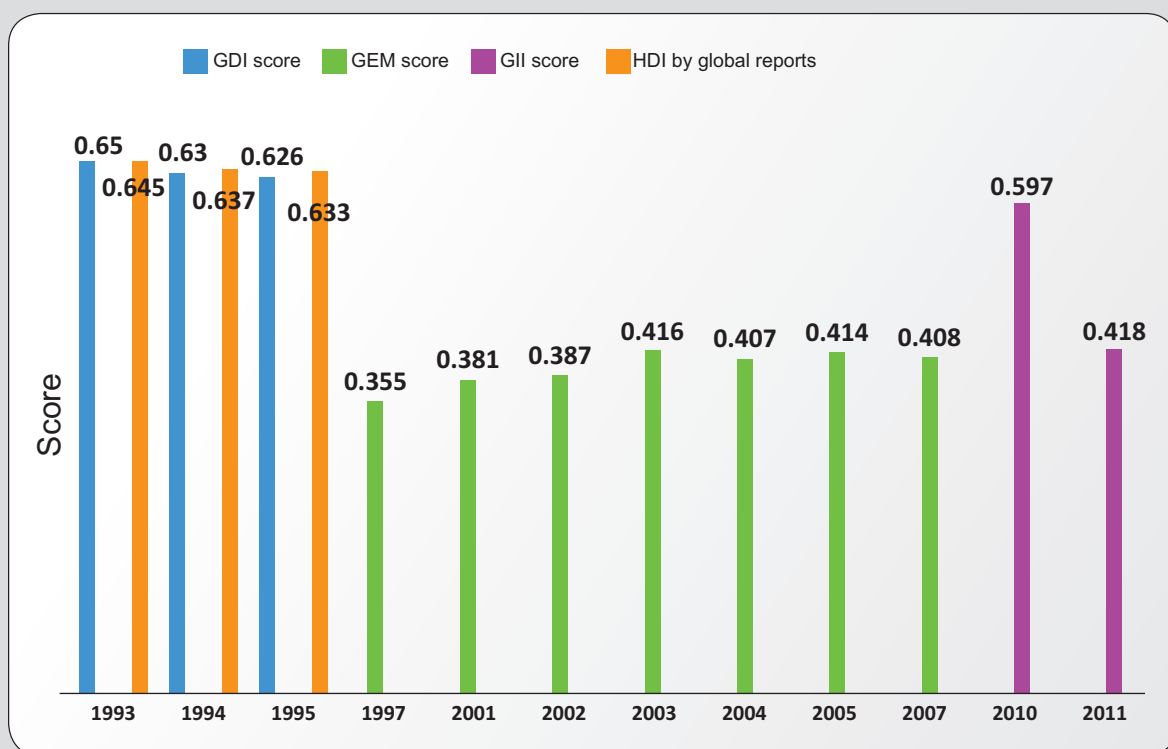
Based on the indicators of the **Gender Development Index (GDI)** for the early 1990s gender equality was observed in Georgia by the UN Human Development Index components (education, health and decent living standards). However, gender inequality in Georgia was reflected in those UN indices which apart from the above-

mentioned basic indicators contained the components measuring empowerment of women – economic and political participation. Such UN indices are the GEM and the GII.

The comparison of Georgia's scores by the **Gender and Development Index (GDI)** and the **Gender Empowerment Index (GEM)** shows no significant gender inequality in Georgia in the early 1990s according to HDI components of education, health and decent living standards. However, gender-based discrimination prevails in political and economic participation and decision-making. Diagram 1 shows that no significant difference was observed between the GDI and the HDI in the period between 1993 and 1995, implying that gender inequality was not observed in HDI components. Conversely, the GEM score of Georgia was quite low (0.355) in 1997 (the single available estimate), meaning that in terms of political and economic participa-

¹⁰ United Nations Development Programme (2010). Human Development Report 2010. Palgrave Macmillan <http://hdr.undp.org/en/reports/global/hdr2010/chapters/> (accessed 28.02.12/12:00) United Nations Development Programme (2010). Human Development Report 2011. Palgrave Macmillan <http://hdr.undp.org/en/reports/global/hdr2011/download/> (accessed on 28.02.12/12:00).

Diagram 1. Georgia's GDI, GEM and GII according to the UN Human Development Report



* GDI/HDI scale: from 0.8 to 1 means a high level of human development, from 0.5 to 0.79 indicates a medium level of development and below 0.5 means a low level of development;

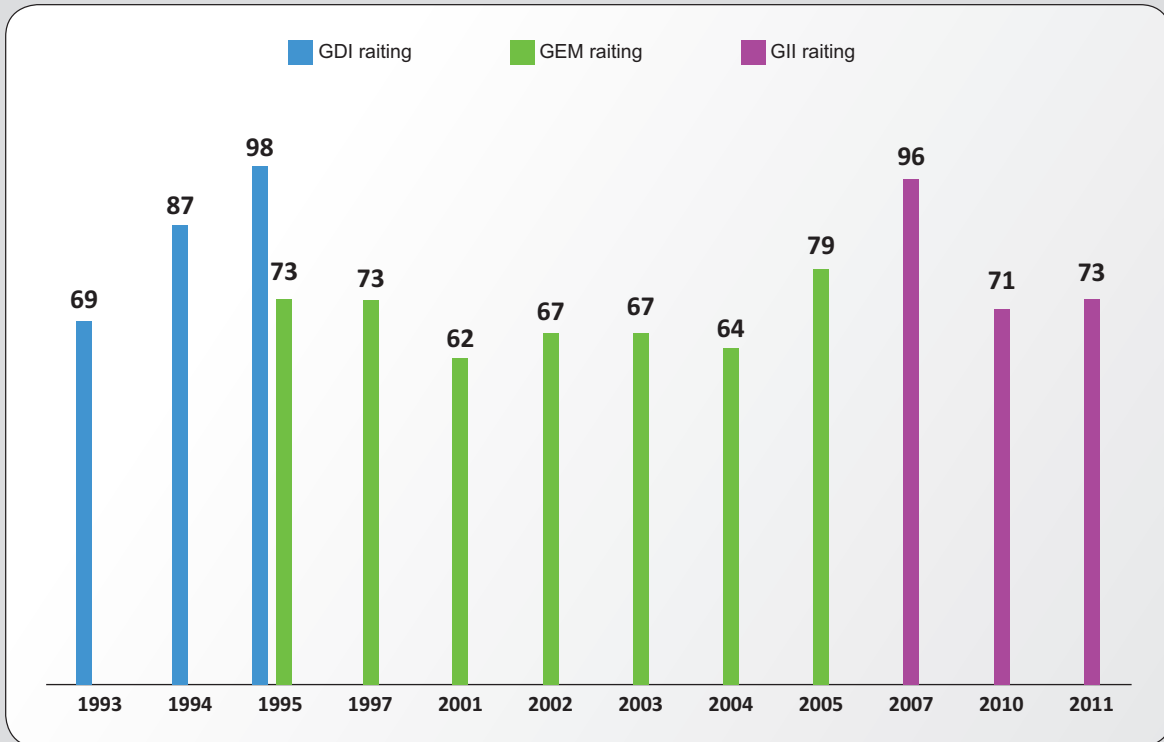
** GEM scale: 1 means the perfect equality whereas 0 indicates that women have no rights/opportunities by the index criteria;

*** GII scale: 0 means equal conditions of women and men whereas 1 indicates disadvantaged conditions of women in all three dimensions;

**** The years on diagram do not reflect the years of the release of UN Human Development Report, they reflect the years when data were collected;

***** HDI scores are given for 1993 - 1995 years alone for the purpose to compare with the GDI.

Diagram 2. Georgia's GDI, GEM and GII ratings according to UN Human Development Report indicators



* Comparison of given ratings by years is invalid because of the number of countries included in the reports varying over time.

tion /decision-making, and economic resources, women reached only 35.5 percent of equally distributed equivalent across genders. Over the period between 1999 and 2005 the situation improved but not radically, with the GEM indicator reaching 0.414 in 2003 and 0.408 in 2005, which means that the difference between the women's achievements according to GEM and the equally distributed equivalent of men still made 60%.

The GII is included in the 2010 and 2011 UN Human Development Reports (Diagram #1). According to 2010 Report, the score was lower than the average at 0.597 while according to 2011 Report the indicator showed a significant improvement up to 0.418 (by the GII scale 0 means equal share of women and men whereas 1 indicates total inequality). Despite some improvement, Georgia significantly lagged behind its neighbors – Azerbaijan (0.315), Armenia (0.343) and Russia (0.338) with the only exception of Turkey (0.443)¹¹. It should also be noted that unlike the GEM which measures women's empowerment

by a limited number of components, the GII attempts to evaluate the gender inequality according to the extended number of components such as, empowerment, reproductive health and the labor market. As mentioned above, the final score is obtained by calculating the several orders of means. The GII component scores provide more information for evaluating the gender equality in Georgia rather than average score.

Dynamics of ratings based on gender equality indices of UN Development Report does not allow for making conclusions about the improvement or worsening of the existing situation because these indices are calculated based on the available data with the number of countries involved in calculation of indices changing year after year. Based on the ratings provided in Diagram 2 we can only draw general conclusion about gender disparities existing in a specific country. Georgia does not fall within the group of the first sixty countries by any gender equality index.

¹¹United Nations Development Programme (2011). Human Development Report 2011. Palgrave Macmillan, 2011. p. 140 <http://hdr.undp.org/en/reports/global/hdr2011/download/> (accessed on 28.02.12/12:00).

Gender Gap Index

The World Economic Forum published its first Global Gender Gap report in 2005; the Gender Gap¹² Index (GGI) was first developed in 2006 and calculated for 115 countries.¹³ The GGI measures gender-based inequality in terms of economic participation and opportunity, educational attainment, health/survival and political empowerment. The GGI is designed to reveal the disparities between men and women according to these criteria in a specific country rather than women's conditions. Moreover, the GGI evaluates countries by the results achieved in closing a gender gap and not by the policies implemented.

According to the GGI, the gender gap according to educational (access to basic and higher education) attainment and health and survival criteria is nearly closed in Georgia. However, the sex ratio at birth - an indicator of health and survival criteria - suggests the likelihood of "missing girls" phenomenon in Georgia, which implies distortion of natural sex ratio because of selective abortions.

According to the data of the National Statistics Service of Georgia, the sex ratio exceeded the natural norm (more boys were born than girls). However, further research is needed to establish whether or not the "missing girls" phenomenon really exists in Georgia. The **economic participation and opportunity** rating exceeded the world's average but revealed a significant gender disparity; moreover, no improvement of the overall rating was observed during the reporting period (2006-2011 reports). By the **political empowerment** criterion, women's political participation in Georgia was very low, declining further over the reporting period - according to 2011 report, women did not actually participate in political processes. However, the small improvement has been observed in terms of women's political empowerment in 2012.

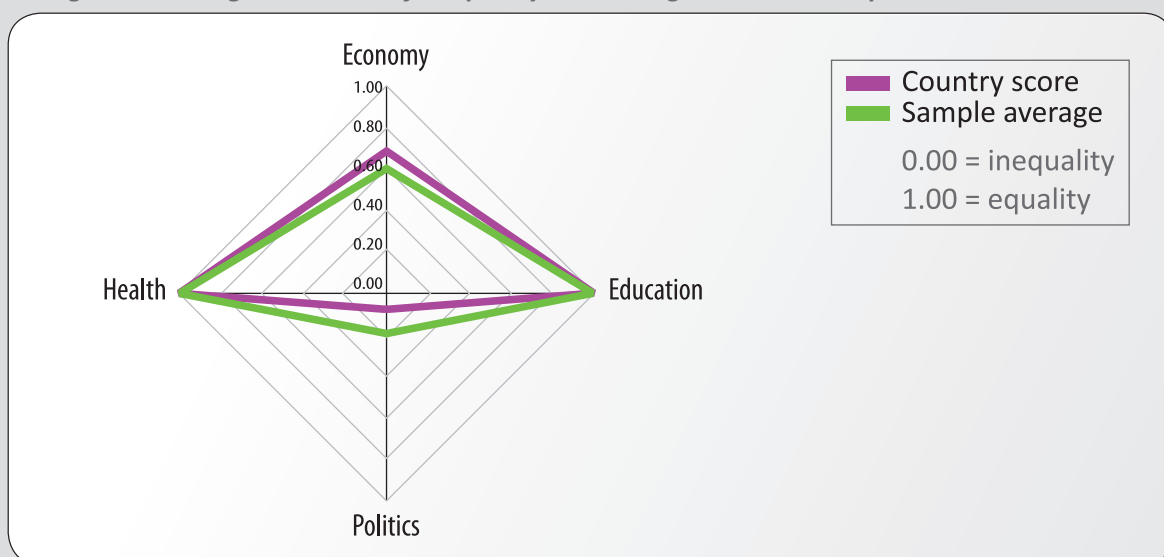
Methodology

The GGI measures the gender-related disparity based on specific criteria. The GGI aims at identifying how close countries are to gender equality. It is done by including the extensive number of indicators in the criteria, unlike the indices of Human Development Report which comprise just a

12 Hausmann, Ricardo, et al(2005). The Global Gender Gap. World Economic Forum. http://www3.weforum.org/docs/WEF_GenderGap_Report_2005.pdf (accessed on 19.05.12/16:00)

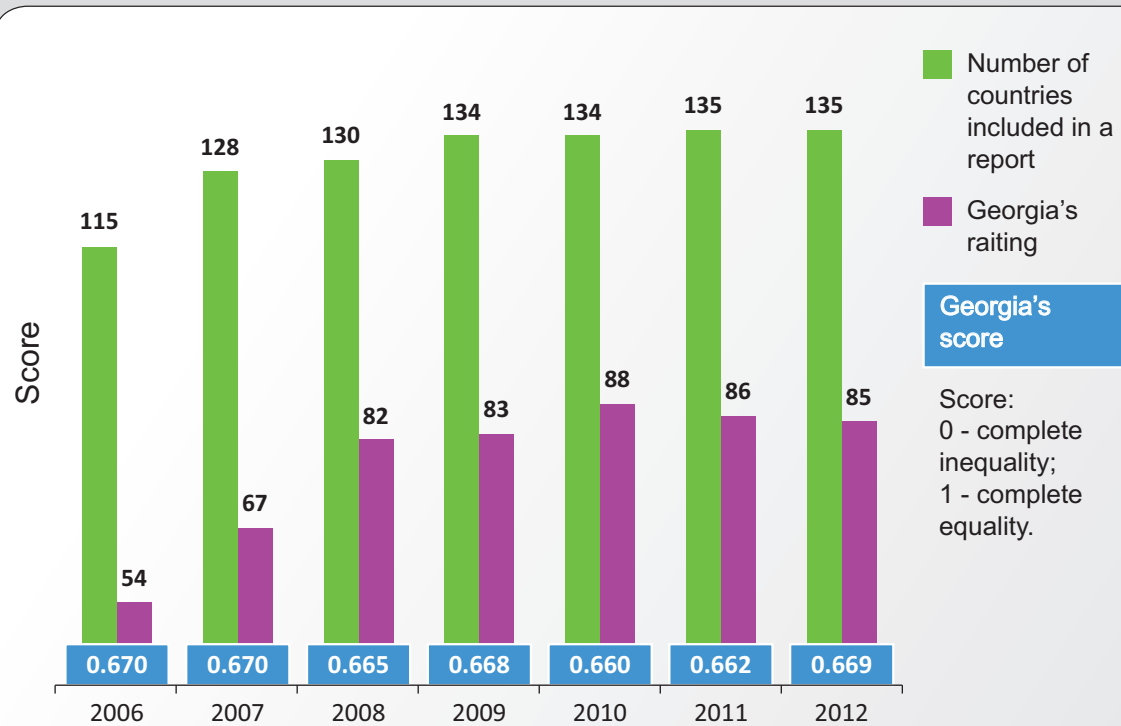
13 Hausmann, Ricardo, et al (2006). The Global Gender Gap Report 2006. World Economic Forum http://www3.weforum.org/docs/WEF_GenderGap_Report_2006.pdf (accessed on 19.05.12/16:00)

Diagram 3. Georgia's "rhomb of inequality" according to 2012 GGI Report *



*The Diagram is given in Georgia's indicator of the Gender Gap Report 2012. Hausmann, Ricardo, et al (2012). The Global Gender Gap Report 2011. World Economic Forum. http://www3.weforum.org/docs/WEF_GenderGap_Report_2012.pdf (accessed on 01.11.12 /19:00)

Diagram 4. Georgia's rating and scores by GGI



few indicators. In addition to aggregated country score and rating, the scores and ratings are calculated for each criterion and indicator, thus providing a clear picture of gender equality in each of four dimensions. The GGI is calculated based on both quantitative and qualitative data.

The GGI criteria are as follows:

- **Economic participation and opportunities**, including labor force participation, wage equality for similar work, the ratio of women to men among legislators, senior officials, managers and technical and professional workers;
- **Educational attainment**, including ratios of women to men by literacy level and school enrollment for primary-, secondary- and tertiary-level education;
- **Health and survival**, including the sex ratio at birth and ratio of women and men by healthy life expectancy;
- **Political empowerment**, including the men to women ratios in minister-level positions, in parliamentary positions and in terms of years served as a leader of a country.

The women to man ratios are used to calculate inequality with the country scores deriving from

them. For example, if the share of women ministers is 20 percent, then $20/80=0.25$ the ratio represents a score for each indicator. Consequently, for each criteria and indicator the score 1 means equality (the ratio is 50/50) whereas score 0 means inequality. 1 is the highest score which can be awarded to each indicator. If the ratio exceeds 1, that is, if the share of women exceeds that of men by any indicator, the score will still be calculated as 1 in order to avoid compensating a drawback in some indicators with the achievements in another set of indicators.¹⁴ The scores of each criterion are shown on the "rhomb of inequality" which visualizes the existing situation (Diagram 3). The index is calculated based on the latest available data for the past six years.

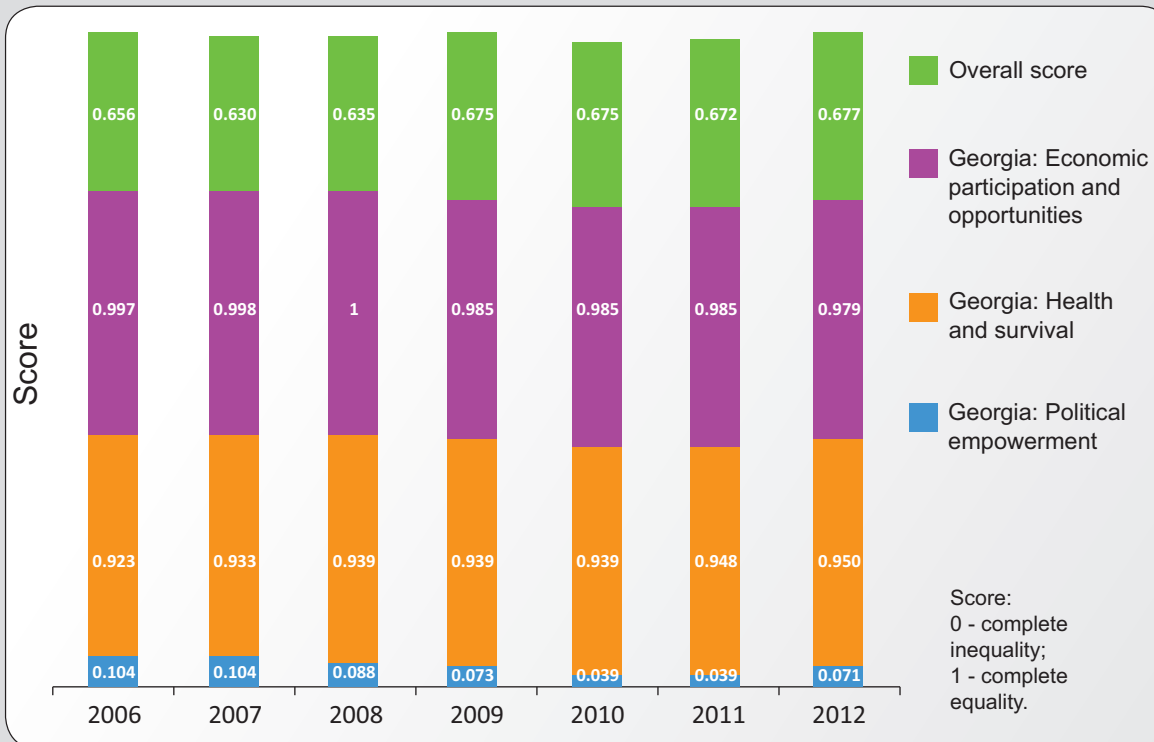
Georgia according to GGI

According to indicators of the World Economic Forum's Gender Gap Index (GGI), the widest gap across genders in Georgia is observed in political participation. There is also considerable disparity in terms of economic participation and op-

¹⁴ Hausmann, Ricardo, et al (2010). The Global Gender Gap Report 2010. World Economic Forum.

http://www3.weforum.org/docs/WEF_GenderGap_Report_2010.pdf (accessed on 19.05.12/16:00)

Diagram 5. Georgia's indicators by the GGI components

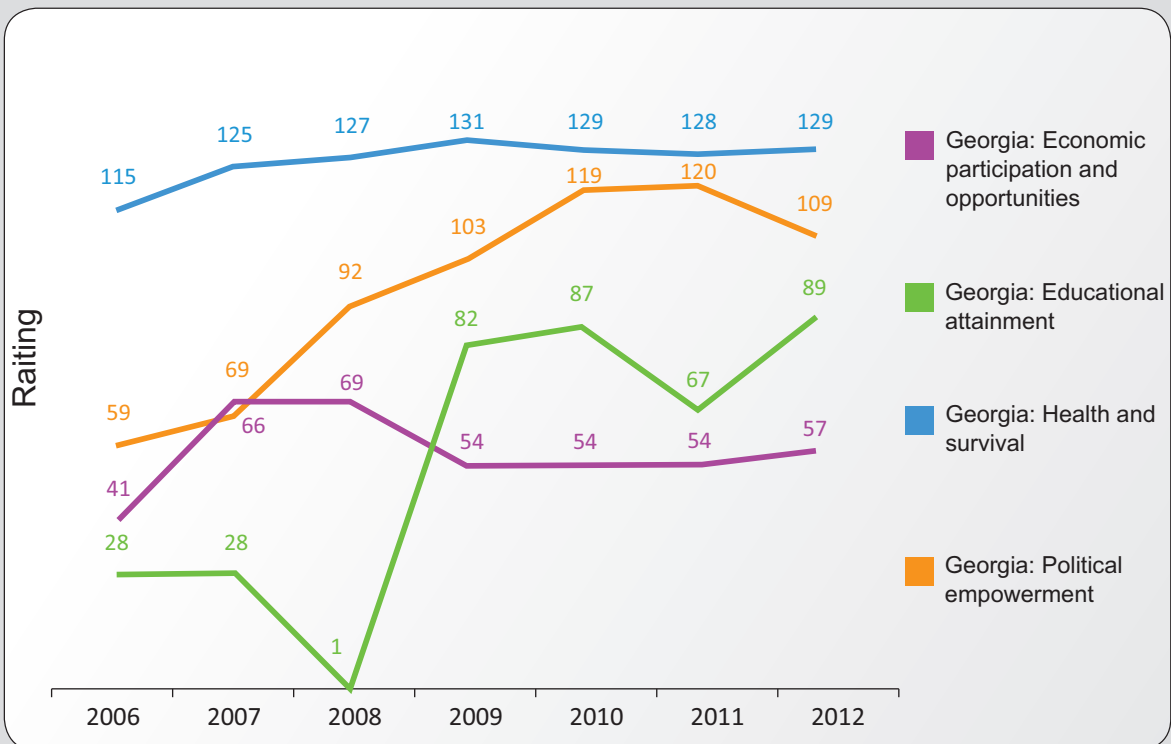


portunities whereas the educational attainment and health and survival criteria show minimal gap with their indicators ranging from 0.923 to 0.950 (Diagram 5). 2012 data is replicated on the “rhomb of inequality” (Diagram 3). The rhomb reflects the average scores of Georgia and the world’s average. Georgia’s ratings for the period between 2006 and 2012 (Diagrams 4 and 6) as well as scores by criteria for the same period (Diagrams 4 and 5) show that the situation in terms of gender inequality in Georgia has not changed significantly by any of the four criteria with Georgia’s scores remaining stable. However, the gender inequality in Georgia has deteriorated as compared to other countries. Georgia’s rating fell from the 54th place in 2006 to 85th in 2012, while its overall score has remained unchanged – 0.67 in 2006 and at 0.669 in 2012.

It should be noted that accurate comparison by provided ratings is impossible because the number of countries included in the reports has changed since 2006. However, a conclusion can still be drawn as the change in the number of countries is not as significant as in the case of the UN Human Development Report. The number of countries included in the GGI rose by 20 coun-

tries – from 115 in 2006 to 135 in 2012 (Diagram 4). The rating of Georgia over the same period, however, decreased by 31 points. Moreover, the list has been extended by including countries without available data for the previous periods – implying that the majority of them are developing countries not ranked high in the GGI report. Even though the GGI ratings reflect the deterioration of situation in terms of gender equality in Georgia compared to other countries, Diagram 6 shows that the progress/drawback in the country cannot be judged based on a small improvement/deterioration of ratings, especially based on the ratings of separate GGI criteria. The criterion of educational attainment best illustrates the imperfection of ratings - Georgia was rated 28th in 2006, 1st in 2008 and 67th in 2011, however, it would not be true to assume that over this period gender inequality by educational attainment (measuring inequality in terms of access to education comprised by literacy level and school enrollment for primary-, secondary- and tertiary-level education) experienced dramatic changes. Diagram 3 shows that the countries included in the report have high scores by educational attainment criterion. Consequently, even a slight change in the score results in a consid-

Diagram 6. Georgia's ratings by GGI criteria



erable change in ratings as it was the case with Georgia (the score fluctuated between 0.981 and 1, according to available data).

Furthermore, superficial comparison of GGI ratings and scores may result in misleading conclusions. Ratings reflect the relative improvements in terms of gender equality in a specific country, which does not automatically imply that gender equality at the given period of time is adequate or vice versa with the ratings being merely a means of comparison. The same holds true for an average score of countries in the report – according to 2012 global report, none of the countries included in the report have reached perfect gender equality. The best are the Scandinavian countries where 80 percent of the gender gap is closed.¹⁵ However, the report mostly includes developing countries and therefore, a higher than average indicator as, for example, it is the case with Georgia's GGI economic participation and opportunities criterion (Diagram 5), does not mean that according to this component the gender equality prevails in Georgia. Below follows detailed review of each component of GGI.

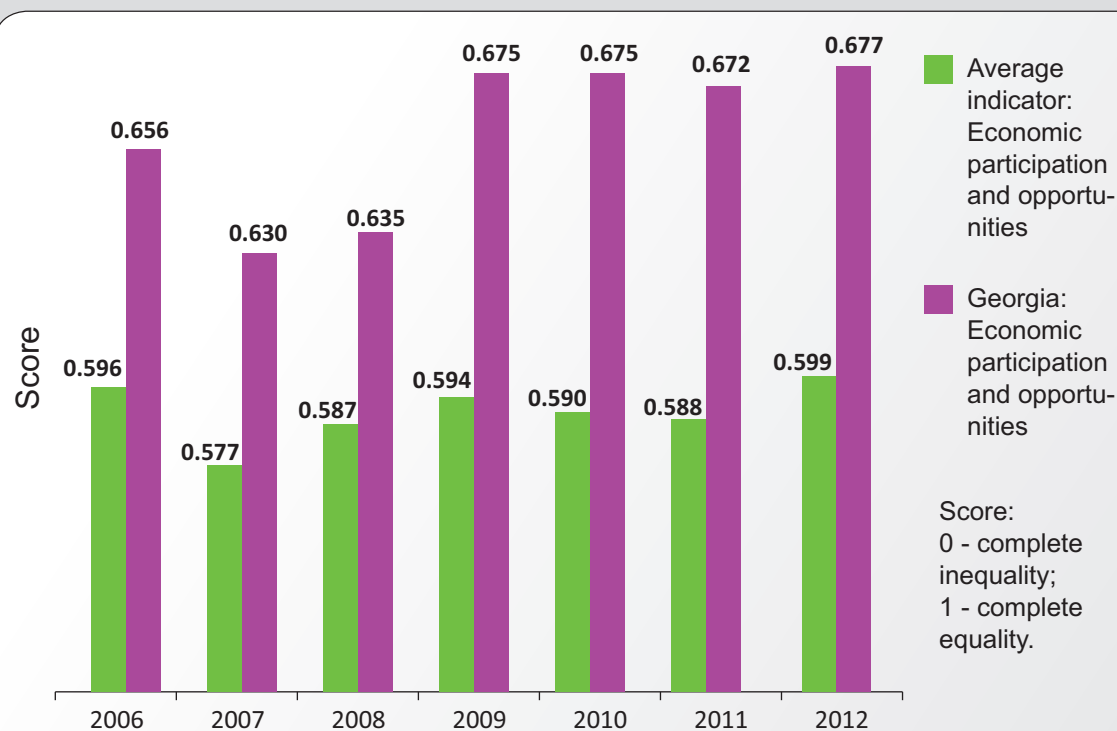
¹⁵ Hausmann, Ricardo, et al (2011). The Global Gender Gap Report 2011. World Economic Forum.

http://www3.weforum.org/docs/WEF_GenderGap_Report_2011.pdf (accessed on 19.05.12/16:00)

Georgia's indicators: economic participation and opportunities

Georgia score of GGI's economic participation and opportunities criterion was higher than the world's average, however it displayed a prevailing inequality in this area, which slightly improved over the period between 2006 and 2012. Indicators of economic participation and opportunities are as follows: labor force participation, estimated earned income, wage equality for similar work, the women to men ratio among legislators, senior officials, managers and professional and technical workers. The score for all these indicators is higher than the world's average but nevertheless, each indicator shows a significant gender disparity in jobs and prevailing gender discrimination. The exception is the indicator for technical and professional workers by which no gender gap is observed in Georgia. The situation has sharply improved in terms of labor force participation and legislations, senior officials and managers whereas in terms of wage equality for similar work, it has deteriorated though the data of this indicator is not sufficient for making definitive conclusions.

Diagram 7. GGI – economic participation and opportunities



In 2006, Georgia's indicator of economic participation stood at 0.645 which slightly decreased to 0.630 in 2007 but increased again to 0.677 over the period between 2008 and 2012 (Diagram 7). This score exceeds the average indicator of countries included in the GII report, which stands at 0.599 in 2012. According to 2012 report of economic participation and opportunities, from the GGI criteria Georgia demonstrated the largest positive difference to the world's average according to the economic participation and opportunities criterion (Diagram 3). Still, the score (0.677), is derived from women to men ratio of aggregated economic indicators- women 40 percent and men 60 percent clearly identifying the gender gap in economic participation and opportunities.

The score for **labor force participation** (Annex 1.1) is 0.76, according to 2011 report, which is notably higher than the world's average (0.68). Georgia's score was calculated based on the 2010 data when men's labor force participation was at 78 percent and that of women's - 59 percent.¹⁶ Georgia's 2012 data completely coincides with the 2011 score and the country the rating is 69.

¹⁶ Hausmann, Ricardo, et al (2011). The Global Gender Gap Report 2011. World Economic Forum. http://www3.weforum.org/docs/WEF_GenderGap_Report_2011.pdf (accessed on 19.05.12/16:00)

It should be noted that Georgia's score for labor force participation has improved compared to the 2006 indicator – from 0.66 to 0.76. However, further study is needed to identify whether women perform less qualified jobs than men, for instance, whether they work as house workers or hold lower qualified positions. An insert about Georgia in the World Development Report 2012 says that after the collapse of the Soviet Union, women were quick to realize that there was no secure state employment any longer and proved more flexible in adjusting to occupational change. They often took jobs below their qualification, opting to be unskilled workers in informal activities such as street vendors or house cleaners.¹⁷ The below provided data on income and wage equality indicates about the need of further research.

The number of professional and technical workers is the only economic indicator which shows no gender disparity in Georgia with the number of men not exceeding that of women (Annex 1.5). Georgia's score has been 1 according to all GGI reports, while according to 2011 report, the wom-

¹⁷ TheWorldBank(2012)WorldDevelopmentReport.GenderEquality and Development. <http://siteresources.worldbank.org/INTWDR2012/Resources/7778105-1299699968583/7786210-1315936222006/Complete-Report.pdf> (accessed on 25.09.2012; 17:00). page 322

en to men ratio was 62 percent to 38 percent. Such a ratio gives a score of 1.62 which stands as 1 in the report according to the established methodology - the GGI measures the drawback of women's achievements compared to men's achievements, as not a perfect equality. This is done to avoid counterbalancing of women's drawbacks with the achievements in aggregated scores and ratings. The insert about Georgia in the World Development Report 2012 says that after the dissolution of the Soviet Union the sectors employing women (education and health care sectors) remained largely unperturbed compared to other sectors of the economy where firms and industries were mostly closed.¹⁸ According to 2012 data, Georgia's score by this parameter is again 1 and largely exceeds the average indicator of countries which stands at 0.63.

By average income Georgia's score (0.52) exceeds again the world average which was very low – 0.39 (Annex 1.3) according to 2011 report. Georgia's low rating – 115th among 135 countries points to a prevailing inequality in Georgia relative to other countries and the major differences existing through the countries covered by the report. The score is calculated across genders on the bases of average annual incomes in US dollars

18 Ibid

(PPP adjusted), which comprised 2,771 USD for a woman and 7,030 USD for a man in Georgia, according to the same report.¹⁹ According to 2012 report, however, Georgia is rated as 116th among 135 countries while its score is 0.40; consequently, the situation described in the 2011 report has not improved.

Legislators, senior officials and managers – Georgia's score of 0.39 for this indicator in 2006 was slightly lower than the world average while in 2011 and 2012 reports it exceeded the world average standing at 0.51 (Annex 1.4). Although it implies that the situation has been improving, significant gender disparity is still being observed in this area – the women to men ratio among legislators, senior officials and managers, according to the data of 2011/2012 reports, is 34 percent to 66 percent.²⁰

The score for **wage equality for similar work** is the only indicator of the economic participation

19 Hausmann, Ricardo, et al (2011). The Global Gender Gap Report 2011. World Economic Forum.

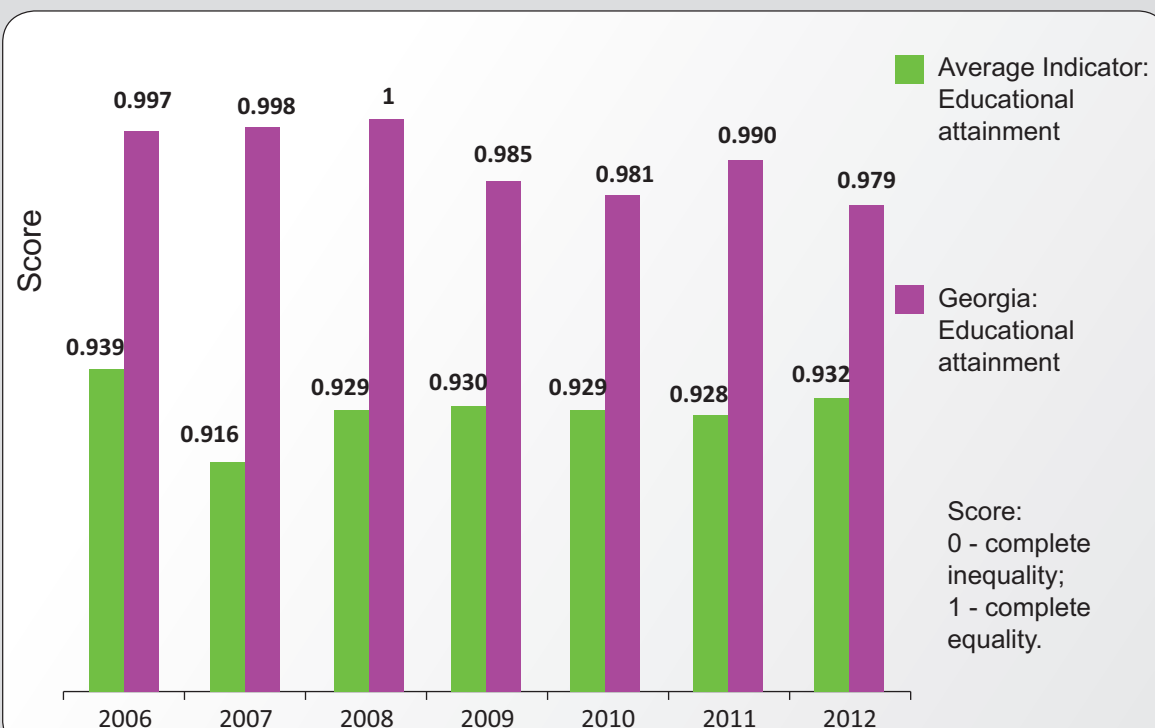
http://www3.weforum.org/docs/WEF_GenderGap_Report_2011.pdf (accessed on 19.05.12/16:00)

Hausmann, Ricardo, et al (2012). The Global Gender Gap Report 2012. World Economic Forum.

http://www3.weforum.org/docs/WEF_GenderGap_Report_2012.pdf (accessed on 01.11.12 /19:00)

20 Ibid

Diagram 8. GGI – educational attainment



and opportunities, unlike all other indicators of the same criterion, calculated through the expert's assessment. Georgia's indicator, similarly to the majority of economic indicators, is higher than the world's average – according to 2012 report, Georgia's rating is 10 and the score is 0.77, thus exceeding the average score of 0.65 of the countries covered by the report (Annex 1.2). In the 2011 report, Georgia was rated 22nd among 135 countries by wage equality. Nevertheless, the score and rating has been deteriorating if compared to the 2006 report where Georgia scored 0.82 and was rated the 4th. According to the data of the International Labor Organization (ILO) provided in the World Development Report, the women to men ratio by earning gap in Georgia is 60 cents / 1 USD.²¹ This data does not allow for making a conclusion that women and men in Georgia are paid different wages for similar work because the difference in wages can be stemming from the degree of difficulty and qualification required for the performed work. Therefore, this issue in combination with the vertical and horizontal segregation in the labor market requires further research.

Finally, irrespective of the fact that Georgia's score is better than the world's average, number of challenges has been identified in terms of GGI's economic participation and opportunities that require further study. The world's average indicator in this case is not an adequate marker because as Diagram 3 shows, according to 2012 report, the gap between women and men has been closed in the world only by 50 percent. In Georgia, the economic participation and opportunities gap is closed by 60 percent. Hereby, along with the increased labor force participation of women, the disproportionate number of professional and technical workers (women – 62 percent and men – 38 percent, according to 2011 report) reflects the employment of women in education and health sectors. An increasing wage gap requires additional study – this component relies on the results of expert interviews because no reliable statistical data exists while the World Development Report and the average income indicator of GGI reveal a considerable gap in the average income as well as in the average wage of women and men. However, the progress according to the

21 TheWorldBank(2012)WorldDevelopmentReport.GenderEquality and Development. <http://siteresources.worldbank.org/INTWDR2012/Resources/7778105-1299699968583/7786210-1315936222006/Complete-Report.pdf> (accessed on 25.09.2012; 17:00). page 17.

Hausmann, Ricardo, et al (2008). The Global Gender Gap Report 2008. World Economic Forum.

score for women legislators, senior official and managers clearly shows a positive tendency.

Georgia's indicators: educational attainment

Georgia's score of GGI's educational attainment is slightly higher than the world's average and does not suggest gender disparity by components of this criterion. The educational attainment of the GGI is measured by women to men ratios by literacy rate and school enrollment for primary-, secondary- and tertiary- education.

According to the existing reports, Georgia's total score for educational attainment ranges between 0.981 and 1 (Diagram 8). Georgia's score in 2012 report is 0.797, meaning that ratio of aggregated indicators across genders is approximately 49.5 percent to 50.5 percent. As no gender gap is observed by the educational attainment – the identified difference could be caused by the existing gender ratio (the educational attainment is measured through the students' enrollment ratios, not the graduation ratios). Georgia's rating has been fluctuating between the first place (in 2008)²² and the 88th (in 2010).²³ The variation of ratings does not reflect a sharp decrease in equal access to education over the period of two years but rather demonstrates the relation of the score changes to the distribution of data of the countries covered by the report. The gender gap by educational attainment is almost closed compared to the average indicator of the countries in the report; therefore, scores of the majority of countries in the report is approximated/close to 1; a slight change in Georgia's score causes a considerable improvement or decline of the rating. That shows the imperfection country ratings for overall assessment. Indicators comprising the educational attainment criterion are described in the Annexes 1.6, 1.7, 1.8 and 1.9. Scores for all indicators are approximated to 1.

22 Hausmann, Ricardo, et al (2008). The Global Gender Gap Report 2008. World Economic Forum.

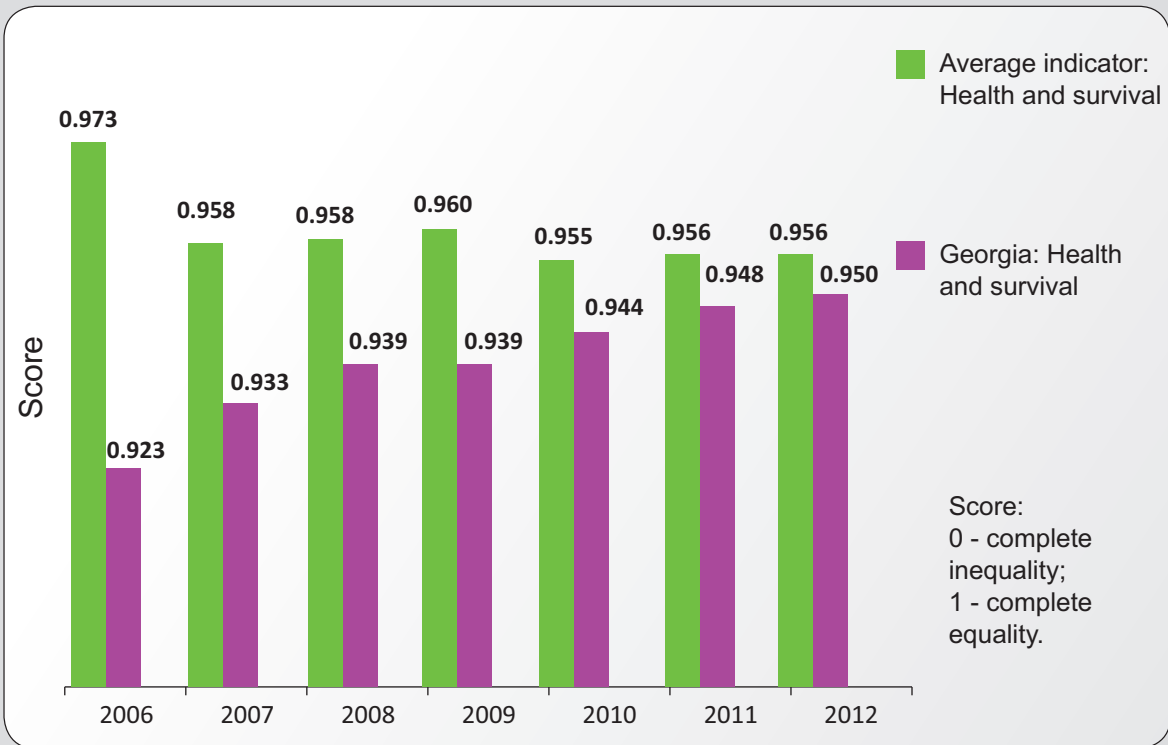
http://www3.weforum.org/docs/WEF_GenderGap_Report_2008.pdf (accessed on 19.05.12/16:00)

23 Hausmann, Ricardo, et al (2010). The Global Gender Gap Report 2010. World Economic Forum.

http://www3.weforum.org/docs/WEF_GenderGap_Report_2010.pdf (accessed on 19.05.12/16:00)

The term "missing girls" denotes unnatural ratio between infants and children – the excess

Diagram 9. GGI – health and survival



Georgia's indicators: health and survival

The gender gap by health and survival has been almost closed and the existing situation has improved compared to 2006. However, an indicator of health and survival - sex ratio at birth - suggests the likelihood of “missing girls”²⁴ in Georgia resulting from sex-selective abortions. The health and survival criterion's indicators are ex ratio at birth (female/male) and healthy life expectancy.

According to 2012 report, Georgia's score by health and survival has improved from 0.923 in 2006 to 0.95 in 2012 (Diagram 9). The 2012 score shows that the women to men ratio by this criterion is 48.5 percent to 51.5 percent which means that the gender gap has been almost closed. However, the indicators of health and survival criterion are controversial: the existing gender gap in the overall score for this criterion of GGI index is caused by the indicator - sex ratio at birth – it scores less than 1 (Annex 1, Diagram 10). The score for another indicator - the healthy life ex-

²⁴ The term “missing girls” denotes unnatural ratio between infants and children – the excess of boys, caused by terminating a pregnancy based upon the sex of the baby predicted through ultrasonography, and discriminatory treatment of girls leading to the increase in their death.

pectancy - is 1 throughout all reports (Annex 1, Diagram 11). The score for healthy life expectancy is capped to 1 to calculate the final score for health and survival criterion.

Data on the sex ratio at birth (male/female) suggests the likelihood of “missing girls” in Georgia – the practice of sex-selective abortion which leads to increased number of newborn boys compared to the natural ratio; however, more reliable and longer-term data is required to prove the practice of sex-selective abortions in Georgia. Georgia's score, according to 2006 report, stood at 0.86 and increased to 0.92, in 2012; the sex ratio at birth was provided only in 2006-2007 GGI reports: according to 2006 report, the share of girls among newborn infants was 46% with the slight increase to 47% in 2007. The increase in the GGI score suggests improvement, however according to the data of the National Statistics Office, 2009 was the single year within the interval of 2006 - 2011 when the sex ratio at birth remained within the natural limits: the natural sex ratio at birth being 103-106 boys per 100 girls.²⁵ Therefore, improved data given in the 2011 and 2012 GGI

²⁵ Bhaskar, V. and Gupta, Bishnupriya (2007) India's Development in the Era of Growth. OXFORD REVIEW OF ECONOMIC POLICY, 23 (2). pp. 135-142

Table 1. Shares of girls and boys among newborn children and sex ratio at birth in Georgia 2006 - 2011 (calculated on the basis of data of the National Statistics Office of Georgia)*

	2006	2007	2008	2009	2010	2011
Share of boys among newborn children	52.8%	52.5%	56.1%	51.1%	51.9%	52.3%
Share of girls among newborn children	47.2%	47.5%	43.9%	48.9%	48.1%	47.7%
Number of newborn boys per 100 newly born girls	111.9	110.6	127.7	104.5	107.9	110

* Official website of the National Statistics Office of Georgia. http://geostat.ge/?action=page&p_id=475&lang=geo (accessed on 1.06.12; 15:15)

reports are offset by later demographic data – in 2010 107.9 boys were born per 100 girls; in 2011 the same indicator increased to 110. According to the data of the National Statistics Office of Georgia, a wider gap in the sex ratio at birth was observed in 2008 when 127.7 boys were born per 100 females. The large gap suggests likelihood of data inaccuracy.

The World Development Report, however, classifies Georgia (together with China, Armenia, Azerbaijan, Serbia and India) under the category of countries with the highest number of unborn girls due to selective abortions.²⁶ The Social Institutions and Gender Index (SIGI) discussed in this report also suggests the existence of “missing girls” in Georgia and herewith, prevalence of son preference which is a prerequisite of selective abortions. This issue requires further study in order to establish whether the selective abortion is practiced in Georgia. The Liberali magazine has briefed regarding missing girls in 2009,²⁷ although the practice of sex-selective abortion is not covered extensively.

Georgia’s indicators: political empowerment

According to the GGI criteria, the worst situation in Georgia is observed in terms of political empowerment. According to the indicators of this criterion, women in Georgia do not actually participate in political processes. Indicators of the political empowerment are as follows: women in parliament, women in ministerial positions, years with female head of state. Moreover, Georgia’s

²⁶ World Bank (2012) World Development Report. Gender Equality and Development. <http://siteresources.worldbank.org/INTWDR2012/Resources/7778105-1299699968583/7786210-1315936222006/Complete-Report.pdf> (accessed on 25.09.2012; 17:00). page 122

²⁷ Tiko Tsomaia (2009). Missing Girls. Official webpage of Liberali magazine. 17 December 2009. <http://liberali.ge/node/996> (accessed on 1.06.12; 15:15)

score is lower than the world’s average which has progressed since 2006 while, Georgia’s score by political empowerment of women has deteriorated.

Georgia’s scores and the world’s average are displayed in Diagram 11. According to 2006 report, Georgia’s score stood at 0.104 and has been further declining since then. In the 2011 report, Georgia’s score stood at 0.039, meaning that taking into account all three indicators of the criterion, the women to men ratio by political empowerment was 4 percent to 96 percent. The world average score for political empowerment was also very low – less than 0.2 by every report; however, it must be noted that the world’s average has been increasing whereas Georgia’s score has been declining. According to 2012 report, Georgia’s score has slightly improved to 0.071.

According to all the reports, the women in parliament indicator (Annex 1.12) is lower than the world’s average – Georgia’s score fluctuates from 0.05 to 0.10 while rating ranges between 86 to 124. According to GGI reports of 2006- 2008, the number of women in parliament stood at 9 percent, which increased to 10 percent by 2009 and declined to 7 percent in 2011 and 2012.

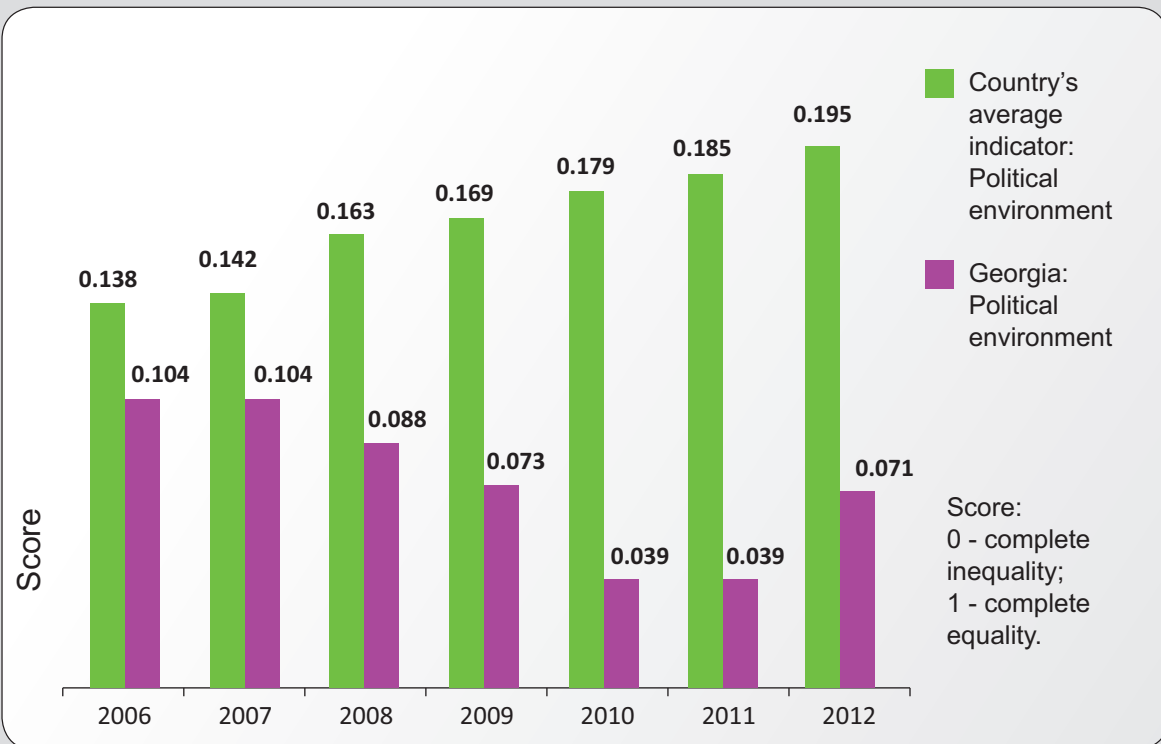
In terms of political empowerment indicators, the sharpest decline was observed according to the indicator of women in ministerial positions. The indicator of women in ministerial positions exceeded the world’s average in 2006-2009 and fell back of world’s average in 2010-2011 reports (Annex 1.13). Georgia’s score decreased from 0.29 in 2006 to 0.06 in 2011. Accordingly, Georgia’s rating downgraded from the 27th to the 188th position, respectively. Women in ministerial positions stood at 22 percent according to 2006 report, which dropped to 6 percent in 2011.

However, the corresponding indicator slightly improved to 16 percent (scoring 0.19) according to 2012 report.

The third indicator of the political empowerment criterion is the number of years with female head of country. Georgia's indicator was zero in the 2006 report. According to the same report, a

world average score stood at 0.04 (Annex 1.14). However, the world average score increased to 0.16 in 2011, while Georgia's score over the period from 2008 to 2011 stood at 0.01, reflecting the handover of power to the Speaker of the Parliament – Ms. Nino Burjanadze who became the acting leader of the country following the resignation of the President in 2007.

Diagram 11. GGI – political empowerment



IV Social Institutions and Gender Index

Social Institutions and Gender Index (SIGI) measures the influence of formal and informal institutions on gender equality. SIGI is drawn up by the organization of Economic Cooperation and Development (OECD) based on qualitative and quantitative data. 2009 and 2012 reports are available. SIGI evaluates only developing countries. Georgia was rated 33rd out of 102 countries according to 2009 report²⁸ and 60th among 86 countries according to 2012 report.²⁹ The same report categorizes Georgia as a country with high level of gender discrimination. Results of the 2009 and 2012 reports differ drastically – according to 2009 report, the influence of social institutions on gender equality in Georgia was detected by the cri-

teria of physical integrity (indicator of violence against women) and the family code (early marriage indicator). Moreover, one of the indicators of this report - son bias – disagrees with the GGI report which applies more elaborate methodology.

2012 report revealed the influence of social institutions on gender equality detected by all the criteria of the index (discriminatory family code, restricted civil liberties, restricted physical integrity, son bias, restricted resources and entitlements) in addition to sharp deterioration in rating and overall score. The deterioration of evaluation was caused by the change in the methodology of SIGI calculation – the indicators used in 2009 report were mostly measuring influence of informal institutions. Moreover, some indicators measuring the legal aspects of gender equality in the 2009 report take into consideration gender-based disparities in the 2012 report. Consequently, the 2012 report gives a more comprehensive picture

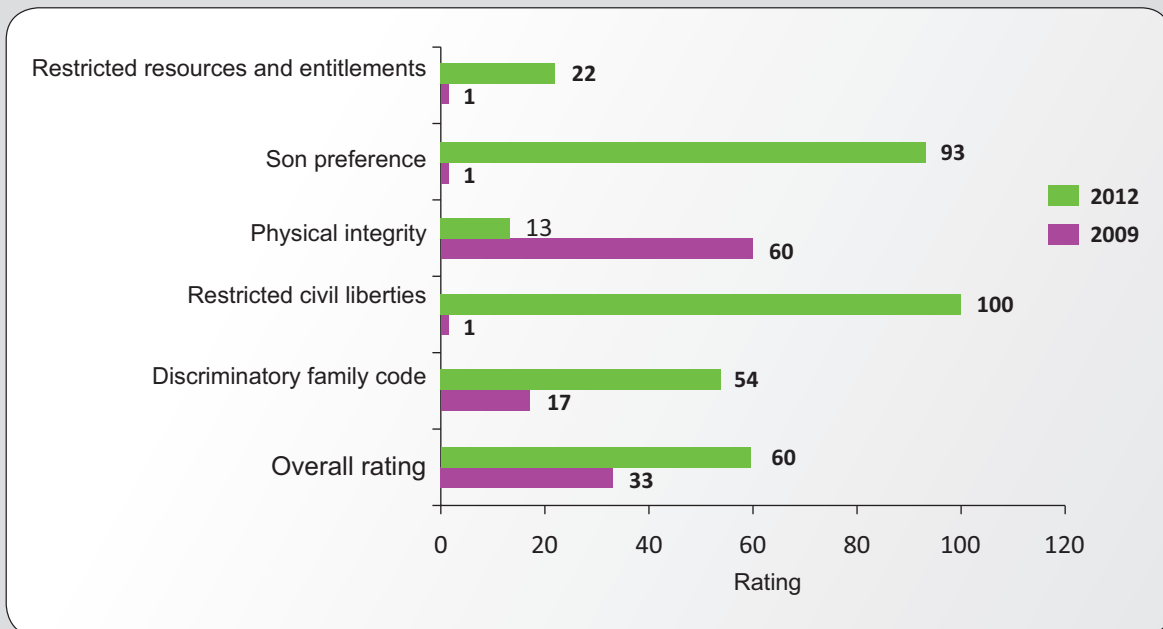
28 OECD (2009). Social Institutions and Gender Index. <http://www.oecd.org/dataoecd/49/39/42296064.pdf> (accessed on 11.04.12. 14:15)

29 OECD (2012). Social Institutions and Gender Index 2012: Understanding the Drivers of Gender Inequality.

<http://genderindex.org/sites/default/files/2012SIGISummaryresults.pdf> (accessed on 18.06.12. 16:00)

OECD (2009). Social Institutions and Gender Index. <http://www.oecd.org/dataoecd/49/39/42296064.pdf>

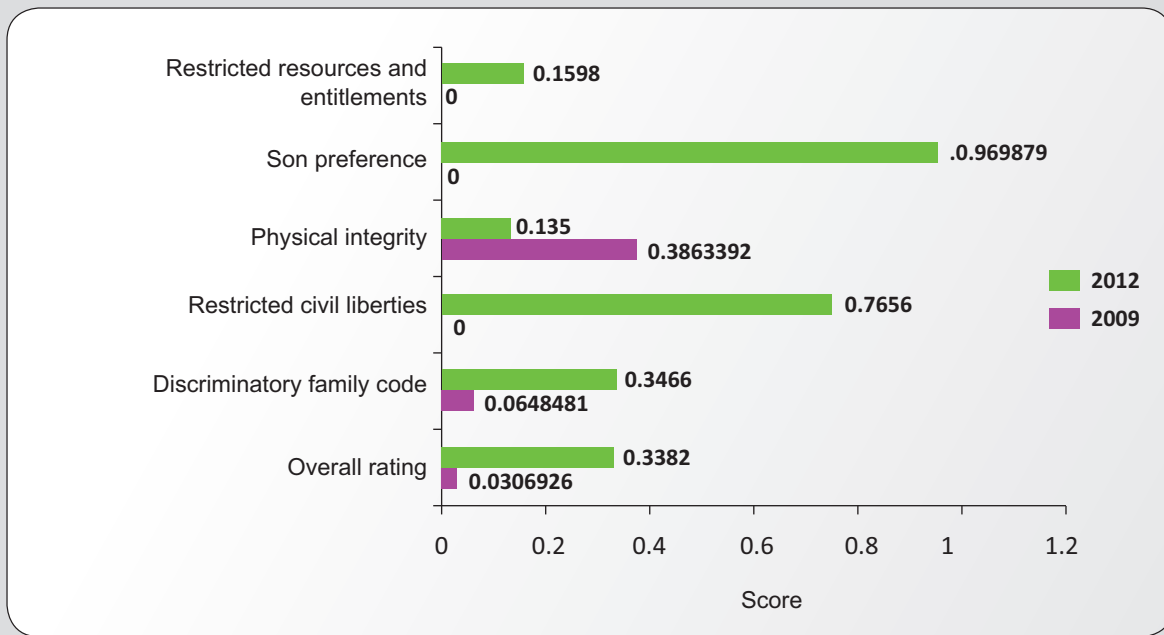
Diagram 12. SIGI – Georgia's rating



Notes and explanations:

- In the 2009 and 2012 reports the rating of SIGI criteria was calculated by comparing scores of more countries than the rating by overall score. Therefore, Georgia's rating by some criteria exceeds the number of countries included in the 2009 and 2012 final reports;
- SIGI criteria in the diagram are given in accordance with the formulation of the 2012 report. Criteria reflected in 2009 report are: family code, women's civil liberties, women's physical integrity, son preference, women's entitlements.

Diagram 13, SIGI – Georgia's scores



Notes and explanations:

- SIGI scale: 0 = no influence of institutions detected; 1 = institutions influence the majority of women;
- SIGI criteria in the diagram are given in accordance with the formulation of the 2012 report. Criteria reflected in 2009 report are: family code, women's civil liberties, women's physical integrity, son preference, women's entitlements

of social institutions' influence on gender disparity in Georgia compared to 2009 report.

Methodology

SIGI relies on OECD's database on gender, institutions and development. The majority of gender equality measures evaluate existing gender disparities while SIGI evaluates main causes of inequality – measures institutions of cultural, socio-elite practices and legal norms, which create inequality between women and men and facilitate reproduction of stereotypes about women.³⁰ The SIGI relies on detailed qualitative and quantitative data coded on the scale from 0 to 1. Where institutions have no/minor influence on women, the SIGI score is 0, in case institutions influence the majority/all the score is 1.

SIGI measures formal and informal institutions, which means that one and the same indicator in some countries may be a legal institution/norm while in other countries – tradition. It should also be noted that the 2009 evaluation of Georgia mainly relies on legislative framework and official

quantitative data (for example, violence against women or share of early marriages) while the 2012 report in addition evaluates informal institutions.

The overall SIGI score reflects equally weighted criteria. The SIGI measures the influence of institutions on gender equality by the following criteria and indicators:

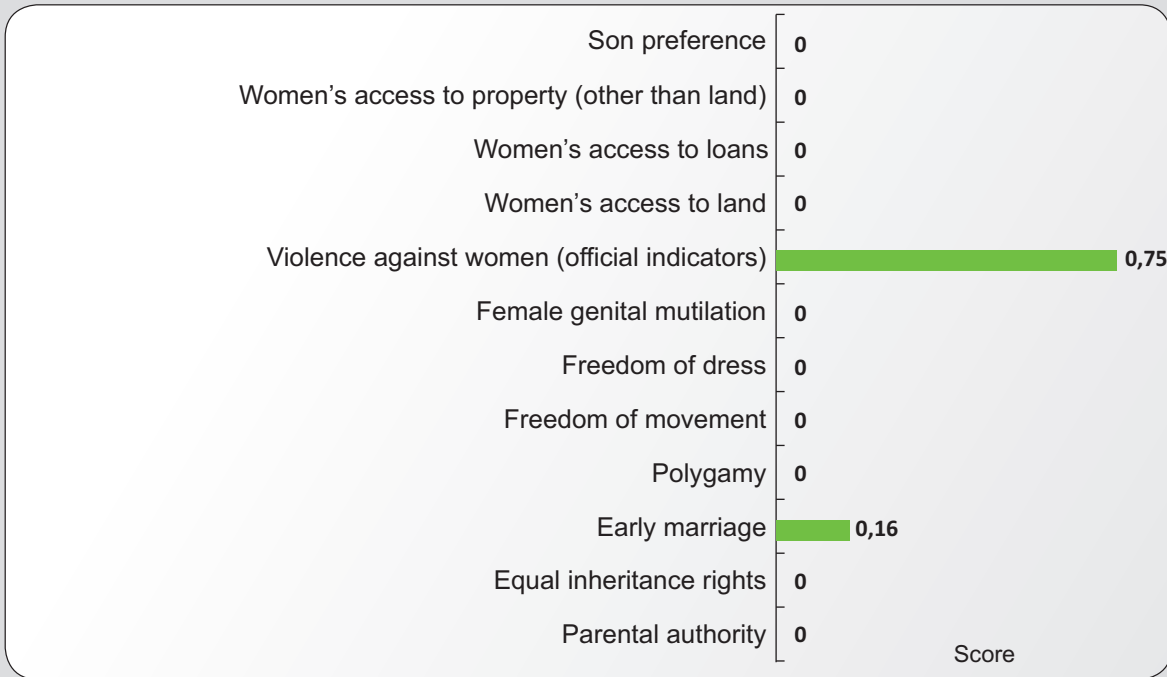
2009 report:

- **Family code:** early marriage, polygamy, parental authority, inheritance;
- **Civil liberties:** freedom of movement, freedom of dress ;
- **Physical integrity:** female genital mutilation, violence against women (official indicators);
- **Son preference;** missing women
- **Ownership rights:** women's access to land, women's access to property (other than land), women's access to bank loans³¹ (Diagram 14).

³⁰ OECD (2009). Social Institutions and Gender Index. <http://www.oecd.org/dataoecd/49/39/42296064.pdf> (accessed on 11.04.12. 14:15)

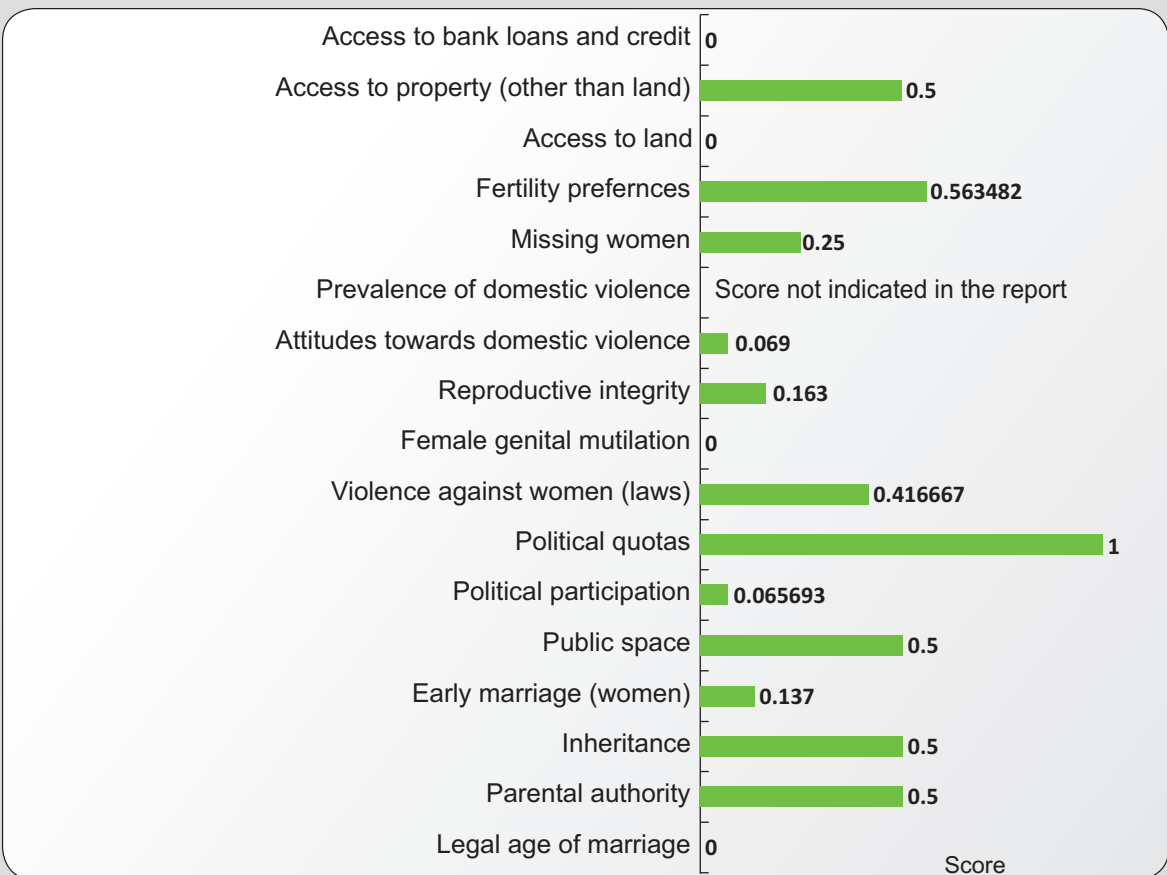
³¹ OECD (2009) Social Institutions and Gender Index. <http://www.oecd.org/dataoecd/49/39/42296064.pdf> (accessed on 11.04.12. 14:15)

Diagram 14. Georgia's SIGI scores according to specific indicators (2009)



SIGI scale: 0 = no influence of institutions detected; 1 = institutions influence the majority of women.

Diagram 15. Georgia's SIGI scores according to specific indicators (2012)



SIGI scale: 0 = no influence of institutions detected; 1 = institutions influence the majority of women.

2012 report:

- Discriminatory family code: legal age of marriage, parental authority, inheritance, early marriage;
- Restricted civil liberties: public space, political participation, political quotas;
- Restricted physical integrity: violence against women (laws, , female genital mutilation, reproductive integrity, attitudes towards violence and prevalence of domestic violence)
- Son bias: fertility preferences, missing women;
- Restricted resources and entitlements: fertility preferences, access to property (other than land), access to bank loans and credit³² (Diagram 15).

Georgia's indicators – 2009 report

According to 2009 SIGI data, the influence of formal and informal institutions in Georgia was detected by only two criteria – women's physical integrity and family code. Of the mentioned two criteria the influence of social institutions on women's physical integrity was more obvious – the score for this criterion stood at 0.386 while the rating was 60; at the same time, the family code score was 0.065 with the rating of 17th among 102 countries (Diagrams 12 and 13). Regarding the other SIGI criteria Diagram 14 demonstrates that Georgia's score by the majority of indicators was zero, no influence of institutions on gender equality was detected except early marriage (indicator of family code criterion) and violence against women (indicator for women's physical integrity criterion). The score for early marriage was 0.16 and did not affect the majority of women. The score for violence against women stood at 0.75 and flagged a major issue in this respect (Diagram 14).

The 2009 SIGI data shows that the influence of informal institutions on gender equality was observed in Georgia; at the same time, the country had better results in terms of formal institutions. Both criteria – physical integrity and family code – refer to informal institutions in Georgia.

Georgia's indicators – 2012 report

Georgia's assessment by the 2012 SIGI report significantly differs from that of 2009. Georgia's rating has deteriorated from the 33rd place among 102 countries to 60th place among 86 countries whereas Georgia's score improved from 0.306 to 0.3382. The drawback is a result of the change of methodology – several indicators were removed from SIGI as having minor importance for Georgia, for example, polygamy, and the added indicators (for example, political participation) identify existing gender disparity in Georgia. Furthermore, unlike 2009 report, which reflected the influence of formal institutions, the 2012 report also measures the influence of informal institutions. Hence, 2012 report is more informative than the report of 2009. The influence of social institutions on gender equality is detected by every criteria of the 2012 SIGI. The most unfavorable situation is observed according to criteria of civil liberties and son bias.

Indicators comprising the 2012 SIGI criteria have been subject to the following changes: parental authority and inheritance was added to the discriminatory family code whereas polygamy - an irrelevant problem for Georgia - was removed. Restricted civil liberties, represented by public space in 2009 report was compounded with political participation and political quotas while dress code in public was removed, which, similar to polygamy, was not an central indicator for Georgia. Indicators of physical integrity criterion were extended with the attitudes towards domestic violence and reproductive health. The son bias criterion was supplemented with missing women and fertility preferences indicators. The parental authority (measuring the legal framework) has been removed from the criterion of restricted resources and entitlements. This indicator in 2009 report was awarded 0 score (i.e. the best possible score).

The final SIGI score – 0.3382 - was calculated on the basis of equally weighted scores for criteria (evaluation scale: 0 - no influence of institutions detected; 1 - institutions influence the majority of women). Georgia's score for **restricted resources and entitlements** is 0.1598. Among the indicators of this criterion, the non-zero score was awarded for access to property (other than land) – 0.5 (Diagram 15). The highest score in the 2012 report is awarded to **son bias** (0.96). This indicates that institutions influence the majority of women based on son bias criterion (Diagram 13).

32 OECD (2012) Social Institutions and Gender Index 2012: Understanding the Drivers of Gender Inequality.

<http://genderindex.org/sites/default/files/2012SIGIsummaryresults.pdf> (accessed on 18.06.12. 16:00)

The both indicators of this criterion have high scores, pointing to existing problems. **Physical integrity** (0.135) is the only criterion which is lower than the 2009 report score. Prevalence of domestic violence, which had a high score in the 2009 report, is not clearly identified in the 2012 report (Diagram 15) but scores for the newly added indicators - attitudes towards violence (0.069) and reproductive integrity (0.163) – are low and does not point at the major problems existing according to these indicators. It can be concluded that domestic violence, according to 2009 and 2012 reports, is among the most serious challenges in Georgia. The domestic violence against women in Georgia was studied within the framework of the survey conducted by the United Nations Population Fund (UNFPA) and Center for Social Science. According to the survey, 78 percent of women believe that domestic violence should be discussed exclusively within family, while 34 percent of women justify men battering their wives in certain cases and do not regard it as a violation of law. According to the same survey, every eleventh woman in Georgia, who is or has ever been married, has been subject to domestic violence. Consequently, the domestic violence³³ is the issue which needs to be dealt by the civil society as well as state and non-state actors.

Restricted civil liberties (0.7556 score) is among the unfavorable indicators in 2012 report (Diagram 13). The worst score - 1 was awarded for political quotas (Diagram 15). The score for access to public space is also alarming – 0.5. According to the report, women in Georgia often require consent from parents or partners for traveling inside or outside the country.³⁴ Political participation in this report is close to 0, i.e. the influence of the institutions on women's political participation is not considered significant; however, the absence of quotas is evaluated as 1 and according to the report the absence of political quotas has a clearly negative influence on gender equality. The total score for **discriminative family code** is 0.3466 (Diagram 13). The score for inheritance and parental authority stands at 0.5 (Diagram 15), while the score for early marriage at 0.137. It can be concluded that informal family norms considerably restrict women in Georgia and along with various social and economic challenges, represent one of the factors contributing

to gender inequality.

Finally, the comparison of SIGI reports for 2009 and 2012 shows how the evaluation of gender equality in Georgia has changed according to the applied criteria - 2009 report evaluated Georgia based on official, mainly legislation-based indicators while the 2012 report additionally envisaged existing inequality and informal institutions; consequently, 2009 report revealed only two problems related to gender disparity in Georgia whereas the 2012 report showed a whole set of problems (Diagrams 14 and 15). Moreover, 2009 and 2012 reports illustrate how much the evaluation of a specific country depends on a methodology applied for the calculation of international indices and ratings; changes which are observed in the evaluation of Georgia are caused not by sharp deterioration of gender equality situation in Georgia during three years but by methodological changes as well.

³³ Chitashvili Marine, et al. National Research on Domestic Violence against Women in Georgia. UNFPA Georgia 2010.

³⁴ OECD. The Social Institutions and Gender Index, official website. <http://genderindex.org/country/georgia> (accessed on 18.06.12. 16:00)

V Women's Economic Opportunity Index

Women's Economic Opportunity Index (WEOI) is published by the Economist Intelligence Unit. Available are the reports for the years 2010³⁵ and 2012.³⁶ Women's economic opportunity is defined as the combinations of laws, regulations, practices, customs and attitudes which enable women's economic, labor force participation on an equal footing with men. The WEOI aims at studying the factors affecting women's access to jobs and their business opportunities. According to data of 2010 and 2012 reports, Georgia's results by WEOI show trend of improvement. Georgia's ranking and comparison of WEOI criteria indicate that gender equality Georgia is more positively evaluated in terms of women's rights and formal institutions rather than in terms of women's actual achievements.

Methodology

Women's Economic Opportunity Index (WEOI) goes beyond a mere comparison of women and men and covers the factors which influence women's economic opportunities in the formal economy. However, 2010 report relies on the

35 Economic Intelligence Unit (2010). Women's Economic Opportunity 2010.

http://graphics.eiu.com/upload/WEO_report_June_2010.pdf (accessed on 10.04.12; 17:00)

36 Economic Intelligence Unit (2012). Women's Economic Opportunity 2012.

http://www.juntadeandalucia.es/haciendayadministracionpublica/planif_presup/genero/documentacion/Women_Economic_index2012.pdf (accessed on 10.04.12; 17:00)

data of the UN Human Development Report and World Economic Forum's Global Gender Gap report. In 2012, the WEOI was compounded with several indicators and the database by which the WEOI was calculated has been expanded – it was compounded with the data of the International Monetary Fund, Bank for Economic Cooperation and Development, World Health Organization and Food and Agriculture Organization.

The available WEOI reports reveal methodological inconsistency. In 2010 and 2012 reports the WEOI is based on similar criteria but indicators of criteria are different - several indicators were added in 2012. Moreover, 2010 report provides data by criteria and variables whereas 2012 report contains only aggregated data. Therefore, in this report we will indicate only criteria based on which the WEOI is calculated: general business environment, women's legal and social status, education and training, access to finance, labor policy and practice. Scores are calculated according to the scale where 0 means completely favorable environment and 100 means completely unfavorable environment. Indicators of WEOI are weighted though the calculation of significance of each variable in the database.

Moreover, both reports provide Georgia's regional ratings although the definition of regions has changed – in 2010 report Georgia belongs to Asia while in 2012 report it falls under East Europe

Diagram 16. WEOI

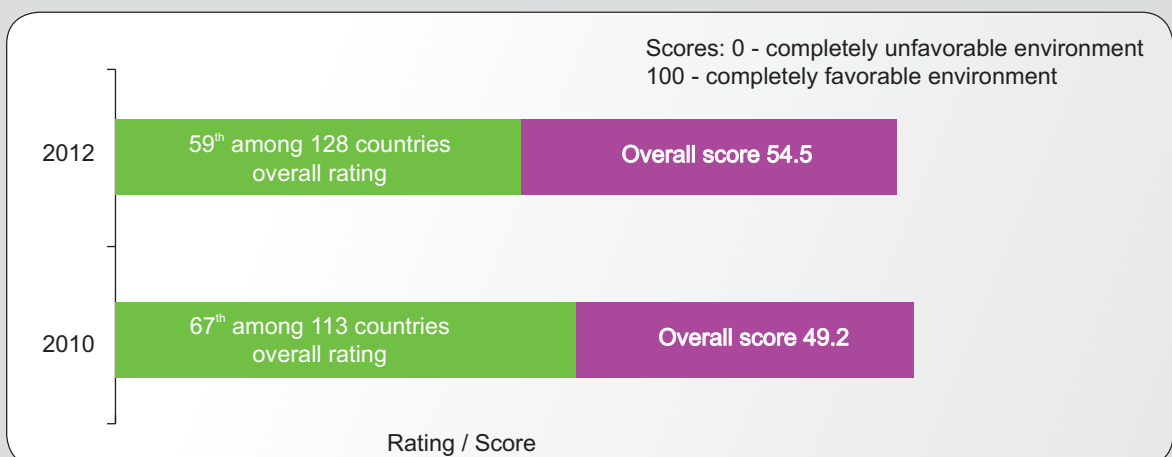
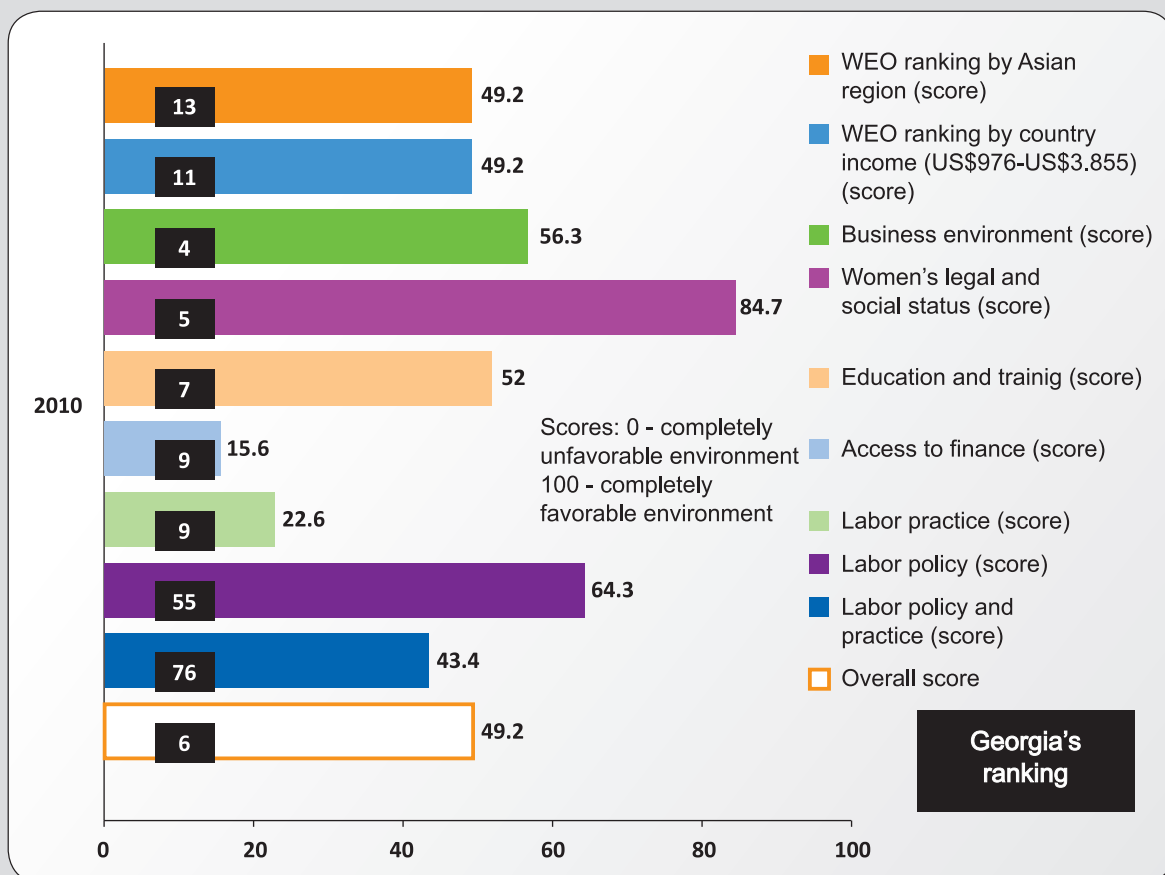


Diagram 17. WEOI



and Caucasus; consequently, it is impossible to compare Georgia's regional ratings between different reports.

Georgia's indicators

The score and rating in the 2012 WEOI report are slightly improved as compared to those in 2010 report, with the score increasing from 49.2 to 54.5 while the rating improving from the 67th place to 59th place (Diagram 14). According to both reports, the score is the average between the completely favorable and completely unfavorable environments. Ratings cannot be compared as the reports covered different numbers of countries, nevertheless the ratings point to the improvement in terms of gender equality in Georgia, as compared to other countries. Georgia also has a better position by the 2012 WEOI than by the UN Human Development Report indices or World Economic Forum's Gender Gap Index ratings, which provide the ground for drawing conclusions similar to the 2009 SIGI report: gender equality in Georgia is more positively graded if women's conditions are measured by rights and

means guaranteed by formal institutions rather than by women empowerment or the men to women ratios by jobs and political and economic participation.

The categories comprising the 2010 WEOI also reveal that Georgia's indicators are better when measuring formal politics than when analyzing practical situation (Diagram 15) – the highest scores are awarded to women's legal and social status (84.7) and labor policy (64.3) whereas the lowest scores are awarded to the women empowerment criteria – access to finances (15.6) and labor practice (22.6).

VI Conclusion

To summarize, indices and ratings measure the situation in specific countries on the basis of specific criteria, methodology and variables which are of paramount importance for interpreting the data. Conclusions can be drawn on the basis of the indicators making up the indices. With regard to gender equality in Georgia, the following general observations can be formulated based on the reports discussed in this paper:

- Access to basic needs versus political and economic participation

The UN Human Development Report's Gender Development Index (GDI) identified that over the period between 1993 and 1995 there was no gender disparity in Georgia in terms of the basic needs like health (measured by the average life expectancy), education and the average income. On the other hand, in 1990s and over the period between 2000 and 2010, significant inequality was seen according to the indices which, along with the basic needs, measure women's political and economic participation/decision-making (gender empowerment measure - GEM and gender inequality index - GII). The same conclusion is drawn from the World Economic Forum's Gender Gap Report (Gender Gap Index - GGI) which is the most consistent and comprehensive in terms of methodology: the gap in educational attainment and health/survival criteria is nearly closed whereas a substantial difference is seen by economic participation and opportunities (overall score based on all economic criteria identifies the share of women – 40 percent, men – 60 percent, according to 2012 report), while according to political empowerment, the score has been deteriorating steadily and according to 2011 report, women are actually excluded from the political processes; slight improvement in this area is seen by the data of 2012 report.

- Formal institutions and legal state of women versus informal institutions and existing practice

The comparison of the data of OECD's **2009 SIGI report** and the Economist Intelligence Unit's **WEOI** with the data of all the existing **GGI** reports and the **2012 SIGI report** reveals that Georgia is

more positively rated by the indices which, along with the existing practice, measure women's legal conditions and influence of formal institutions on gender equality. The GGI measures women's achievements and existing practice, as well as formal and informal institutions which cause gender inequality; consequently, Georgia's scores and ratings according to these reports are more negative compared to 2009 SIGI and the WEOI reports. Similar conclusion can be drawn from the comparison of 2009 SIGI report and WEOI criteria.

Evaluation of gender equality has revealed the number of challenges which can become the subject of further research and policy application:

- "Missing girls" – according to GGI, SIGI and World Bank's 2012 World Development Report, there is a likelihood of practicing sex-selective abortions in Georgia; according to the data of the National Statistics Service of Georgia for the period from 2006 to 2011, an unnatural sex ratio is indeed observed, however, the data shows a very inconsistent trend and there is a need of further study of the reliability of data as well as of son bias in the context of social attitudes and belonging to a social and economic groups;
 - Violence against women and domestic violence – is one of the major issues for the protection and advocacy of women's rights. Its importance is reflected in the 2012 SIGI report. The same report reflects unfavorable condition of women by the criteria of son bias, discriminatory family code and restricted resources, entitlements and inheritance. The study of the listed factors in the context of violence against women and domestic violence will be expedient for the identification of systemic causes and for the development of relevant policy;
 - Reasons for low political participation of women and possible policy solutions – GGI most clearly demonstrated the drastic downward trend in women's political participation in legislative and executive branches in Georgia;
 - The link between women's economic and political empowerment:
 - Whether women's economic empowerment is in progress because results by indicators of discussed indices are controversial;

- How the improvement of several economic indicators affect women's political empowerment (several indicators of GGI, data of WEOI). According to GGI, a very low indicator of women's political empowerment according to 2006 report sharply deteriorated ever since unlike the world's average which has improved.

About the author

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Annex 1.1 GGI, economic participation and opportunities, labor force participation



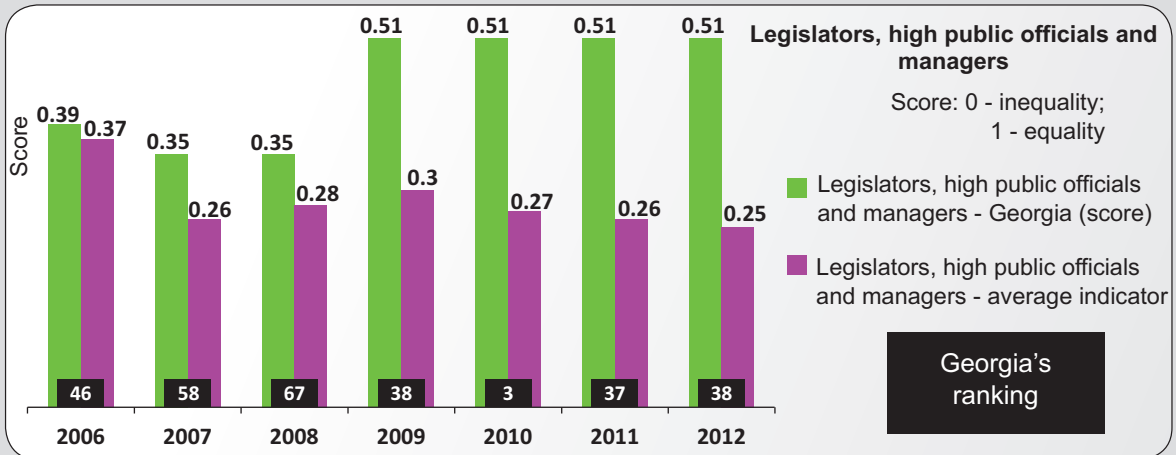
Annex 1.2 GGI, economic participation and opportunities, wage equality for similar work



Annex 1.3 GGI, economic participation and opportunities, mean income



Annex 1.4 GGI, economic participation and opportunities, legislators, senior officials and managers



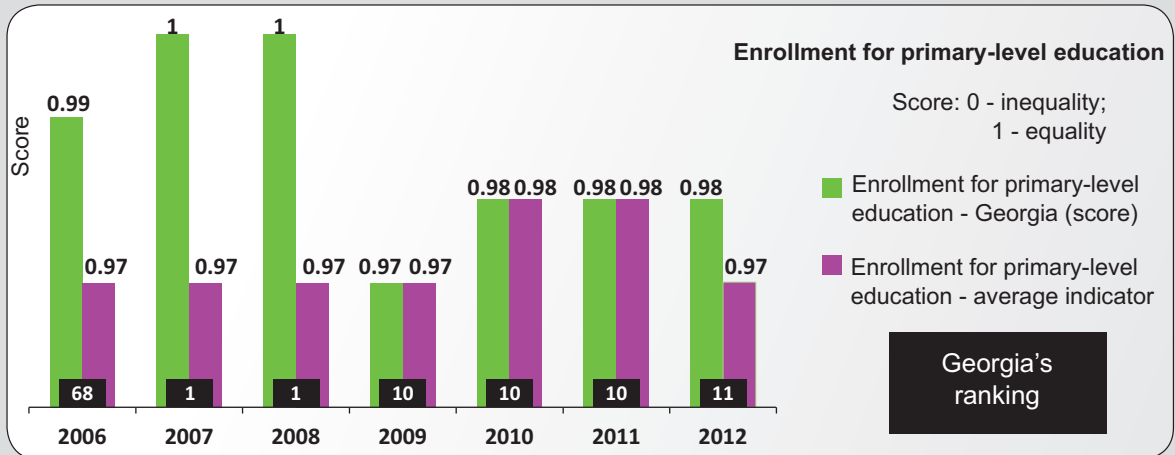
Annex 1.5 GGI, economic participation and opportunities, professional and technical workers



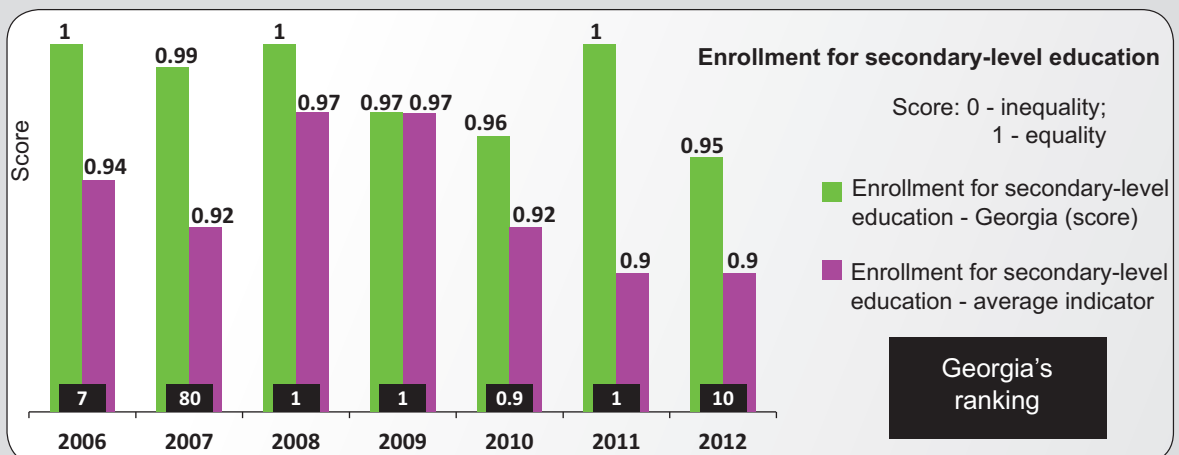
Annex 1.6 GGI, educational attainment, literacy rate



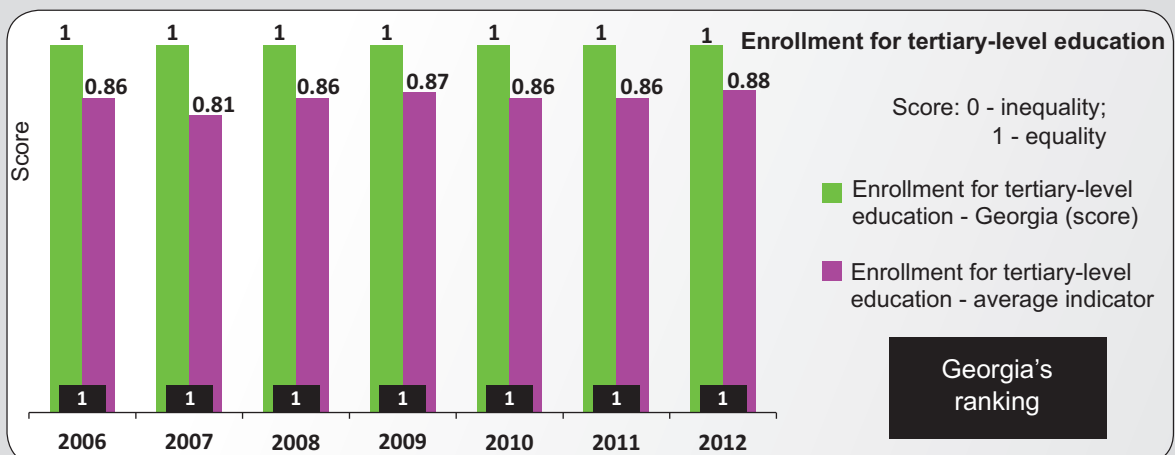
Annex 1.7 GGI, educational attainment, enrollment for primary education



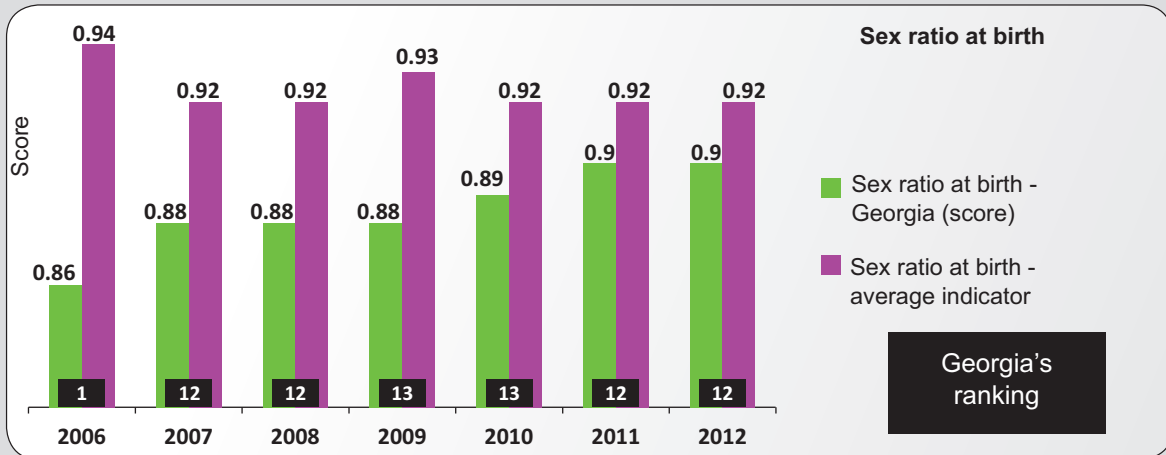
Annex 1.8 GGI, educational attainment, enrollment for secondary education



Annex 1.9 GGI, educational attainment, enrollment for tertiary education



Annex 1.10 GGI, health and survival, sex ratio at birth



Annex 1.11 GGI, health and survival, healthy life expectancy



Annex 1.12 GGI, political empowerment, women in parliament



Annex 1.13 GGI, political empowerment, women in ministerial positions



Annex 1.14 GGI, political empowerment, years with female head of state (during last 50 years)

